

DEVELOPING A TURNAROUND STRATEGY FOR MUNICIPAL PUBLIC ASSETS IN THE LANGEBERG MUNICIPALITY

by

Daniel Johannes Baadjies



*Thesis presented in partial fulfilment of the requirements for the
degree Masters in Public Administration in the faculty of
Management Science at Stellenbosch University*



SUPERVISOR: Prof. E. Mantzaris

March 2018

DECLARATION

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ABSTRACT

This study focuses on municipal public assets and on challenges that the Langeberg Municipality experiences when effectively managing public facilities where a lack of resources and continuous repair and maintenance of facilities necessitates a turnaround strategy. This study occurs at a time that the municipality is seriously looking at ways to resolve the challenges of vandalism, theft and damage to property, together with a housing issue whereby groups of people are collecting housing materials from a sports facility in order to create informal settlements. As an example, groups of people severely damaged a swimming pool, despite these same people later requesting the municipality to re-construct the pool. Public facilities provided by municipalities for communities have different meanings and consumer uses for different people. These public facilities operate within a legal and constitutional framework and, because of the developmental nature of local government that exposes society to issues pertaining to the development of communities, towns, cities and developments on the African continent and globally, the new public management approach of co-production has the potential to align municipal public assets in co-commissioning, co-assessing, co-designing and co-delivery of a project or facility to advance poor communities. This will also avoid the exclusion of communities in the planning, organising and management of public assets that contribute towards the needs of communities and who, if neglected, can expose a facility to vandalism and result in further disempowered communities.

The research also highlights community halls, libraries, sports facilities and the Thusong Service Centre as public assets that affect many citizens in the Langeberg municipal area. Services and the utilisation of these facilities change the mind-sets of youth, adults and the elderly, and contribute to the social cohesion that communities so desperately need, as these are places where citizens can share ideas, exchange views, have robust debates, socialise in family gatherings and events, and contribute in the value chain of respect and appreciation towards each other.

Successful relationships with government sectors are evident in the research as these relationships advance the municipality by forming partnerships with businesses and communities for the benefit of all stakeholders. The global trend of ‘Smart Governance’ can be adopted as a vehicle in all work streams of the municipality as it contains best practises that can avoid service delivery challenges with inadequate or slow responses.

OPSOMMING

Die navorser het 'n studie gedoen in die munisipale openbare bates en op die uitdagings wat die munisipaliteit in die gesig staar om openbare fasiliteite doeltreffend te bestuur, waar hulpbronne en deurlopende herstel en instandhouding van fasiliteite 'n ommekeer noodsaak. Die studie plaasvind op 'n tyd dat die munisipaliteit ernstig kyk na maniere om die uitdagings van vandalisme, diefstal, eiendomsbeskadiging op te los, tesame daarmee is die behuisingsprobleem waar groepe mense behuisingsmateriaal op 'n sportfasiliteit inhaal om informele nedersettings te skep.

Dit gebeur in 'n tyd waar groepe mense 'n swembad op die grond beskadig en dieselfde mense het die munisipaliteit versoek om die swembad te herbou. Openbare fasiliteite wat deur munisipaliteite vir gemeenskappe voorsien word, het verskillende betekenisse en verbruikersgebruik vir verskillende mense. Hierdie openbare fasiliteite funksioneer binne 'n regs- en grondwetlike raamwerk en as gevolg van die ontwikkelende aard van plaaslike regering wat die samelewing blootstel aan kwessies rakende die ontwikkeling van gemeenskappe, dorpe, stede, ontwikkelings op die vasteland van Afrika en wêreldwyd, is die nuwe openbare bestuursbenadering van mede produksie het die potensiaal om munisipale openbare bates in ooreenstemming te bring, mede-assesseer, mede-ontwerp en mede-lewering van 'n projek of fasiliteit om arm gemeenskappe te bevorder. Dit is om die uitsluiting van gemeenskappe uit te skakel in die beplanning, organisering en bestuur van openbare bates wat bydra tot die behoeftes van gemeenskappe en indien dit verwaarloos word, kan 'n fasiliteit tot vandalisme en verdere ontmaskerde gemeenskappe verander.

Die navorsing beklemtoon ook openbare bates soos gemeenskapsale, biblioteke, sportgeriewe en die Thusong Dienssentrum as fasiliteite wat bydra tot die verandering van baie lewens van die burgers in die Langeberg Munisipale Gebied. Dienste en die aanwending van hierdie fasiliteite verander die denke van die jeug, die volwassenes en die ouderdom en dra by tot die sosiale samehorigheid wat gemeenskappe so desperaat nodig het as plekke waar burgers idees kan deel, menings kan wissel, robuuste debatte hê, sosialiseer in gesinsbyeenkomste en -byeenkomste, dra by tot die waardeketting van respek en waardering teenoor mekaar.

Suksesvolle verhoudings met regeringsektore is duidelik in die navorsing aangesien hierdie verhoudings die munisipaliteit bevorder deur vennootskappe met sake en gemeenskappe

tot voordeel van alle belanghebbendes te vorm. Die toepassing van globale tendense in 'slim bestuur' kan as 'n voertuig aangewend word vir al die werkstrome van die munisipaliteit, aangesien dit beste praktyke bevat wat stadige of onvoldoende reaksies op dienslewering uitdagings kan vermy.

DEDICATION

This paper is dedicated to the community of Robertson and especially a generation of community leaders in this area, such as the late Mr P. Padiachy (Oom Pieter). J.J. Jansen, J. Lekay (Oom Hans Pikka), Messrs A. Andries, T.M. van Der Merwe, P. Bruintjies, I. Davids, former members and old players of the Robertson Rugby Football Club, who at a crucial time in my life discovered my potential, took me by the hand, lifted me up, encouraged, supported and guided me. These people deserve to be acknowledged as my support base. It's through their unselfish commitments, sacrifices, the efforts that they put in and their passion for community upliftment through sport that shaped my thinking of building a brighter future for generations to come.

ACKNOWLEDGEMENTS

I am so much driven by the spiritual motivation in the book of Philippians 3:13 with which I can only thank God for lifting me up by saying: *‘I do not count myself to have apprehended; but one thing I do, forgetting those things which are behind and reaching forward to those things which are ahead’*.

I would like to express my sincere appreciation to the following people for their long time assistance and support:

- My supervisor, Prof Evangelos Mantzaris, for his endless support, guidance, and constructive engagement in supervising my work.
- My wife, Desirey, and daughters, Danvonique, Jay-Dean and Ava-Leigh, for your understanding and for allowing me space during the times that I could not spend with you.
- My mother, sisters and brothers, and family – I am so grateful that the Lord chose me as one of seven (7) kids in our poor household to reach the highest academic peak in life. I trust that my efforts will encourage your immediate and extended families to reach the unthinkable dream.
- My family in- law – for the support and assistance to my family at times that I was away from home.
- To our community leaders, councillors, the municipal manager, directors and managers, my colleagues – thank you for believing in my ability to deliver. Your support, willingness to participate and investment in my career encourage me to prosper in life and to become a role model for my fellow staff members, subordinates and the youth in our area.
- And last, a remarkable woman and rock in the community of Robertson, Ms Gerty Padiachy. From the time she opened her door and family space to me, she in fact allowed me to stand on her shoulders and navigate my ship towards a better life on the other side of the river. Thank you for your lifetime support, guidance, and passion for guiding and giving direction to a dream where eagles fly on mountains high.

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LIST OF ABBREVIATIONS

ABP	Asset-based approach
CBOs	Community-based organisations
CD	Community development
COGTA	Department of Cooperative Governance and Traditional Affairs
CWDM	Cape Winelands District Municipality
DCAS	Department of Culture and Sport
DSD	Department of Social Development
DHA	Department of Home Affairs
EPWP	Extended Public Works Programme
EU	European Union
FBOs	Faith-based organisations
GRAP	Generally recognised accounting practises
GCIS	Government Communication and Information System
IDP	Integrated Development Plan
IMFO	Institute of Municipal Finance Officers
JPI	Joint Planning Initiative
LGTAS	Local Government Turnaround Strategy
LM	Langeberg Municipality
MFMA	Municipal Finance Management Act
MIG	Municipal Infrastructure Grant
MOU	Memorandum of Understanding

MPCC	Multi-purpose community centres
MSP	Multi-stakeholder process
MTAS	Municipal Turnaround Strategy
NDP	National Development Plan
NGOs	Non-governmental organisations
NPG	New public governance
NPM	New public management
NSRP	National Sport and Recreation Plan
PBP	Practise-based profession
PPP	Public-private partnership
SALGA	South African Local Government Association
SASSA	South African Security Services Agency
SG	Smart Governance
TS	Turnaround strategy
TSC	Thusong Service Centre
UNDP	United Nations Development Programme
UN	United Nations
WCED	Western Cape Education Department
WCG	Western Cape Government

CHAPTER 1: INTRODUCTION, SETTING AND DEFINITION OF CONCEPTS

1.1 INTRODUCTION

This research revolves around the management of municipal public assets of the Western Cape local municipality of Langeberg and the challenges and realities facing its maintenance and management as an integral part of efficient service delivery. The aim of the research is that the findings, which are based on an empirical study utilising the qualitative method, will play a role in resolving current problems, such as vandalism, and reveal new and innovative tactics and strategies that pave the way for sustainable development of present and future assets.

For context, it is important to connect the legal and constitutional framework with theories and practices of local and regional development, and with the role of local government as a vehicle of community development rooted in the new public management approach of co-production. The new public management approach connects municipal public assets as key instrument of efficient, effective and fair community-based service delivery. For such delivery to be successful, an active community at all levels and in all processes of delivery is instrumental. The research analyses all assets in the municipality, and their role in the lives of all communities, especially the poor and marginalised. It also examines the key contribution of these assets to social cohesion, as well as challenges to their maintenance and utilisation by all in the municipality.

1.2 BACKGROUND AND SETTING

Langeberg Municipality (LM) consists of the main towns of Ashton, Bonnievale, McGregor, Montagu, Robertson, and contains two predominantly black townships **i.e.** Nkqubela in Robertson and Zolani in Ashton), as well as rural farming communities, that cover a total area of approximately 4 517.4km². The research acknowledges the survey of the Department of Social Development, Western Cape (DSD) (2015), in the Langeberg Municipal IDP (2016/17), that notes this population as the lowest in the Cape Winelands District estimated at 101 543 in 2015. According to population forecasts by the DSD, the

LM population will continue to grow at a rate of 4.4 per cent on average per annum and it is projected to reach 106 016 by 2020 (Langeberg Municipality IDP, 2017-2022).

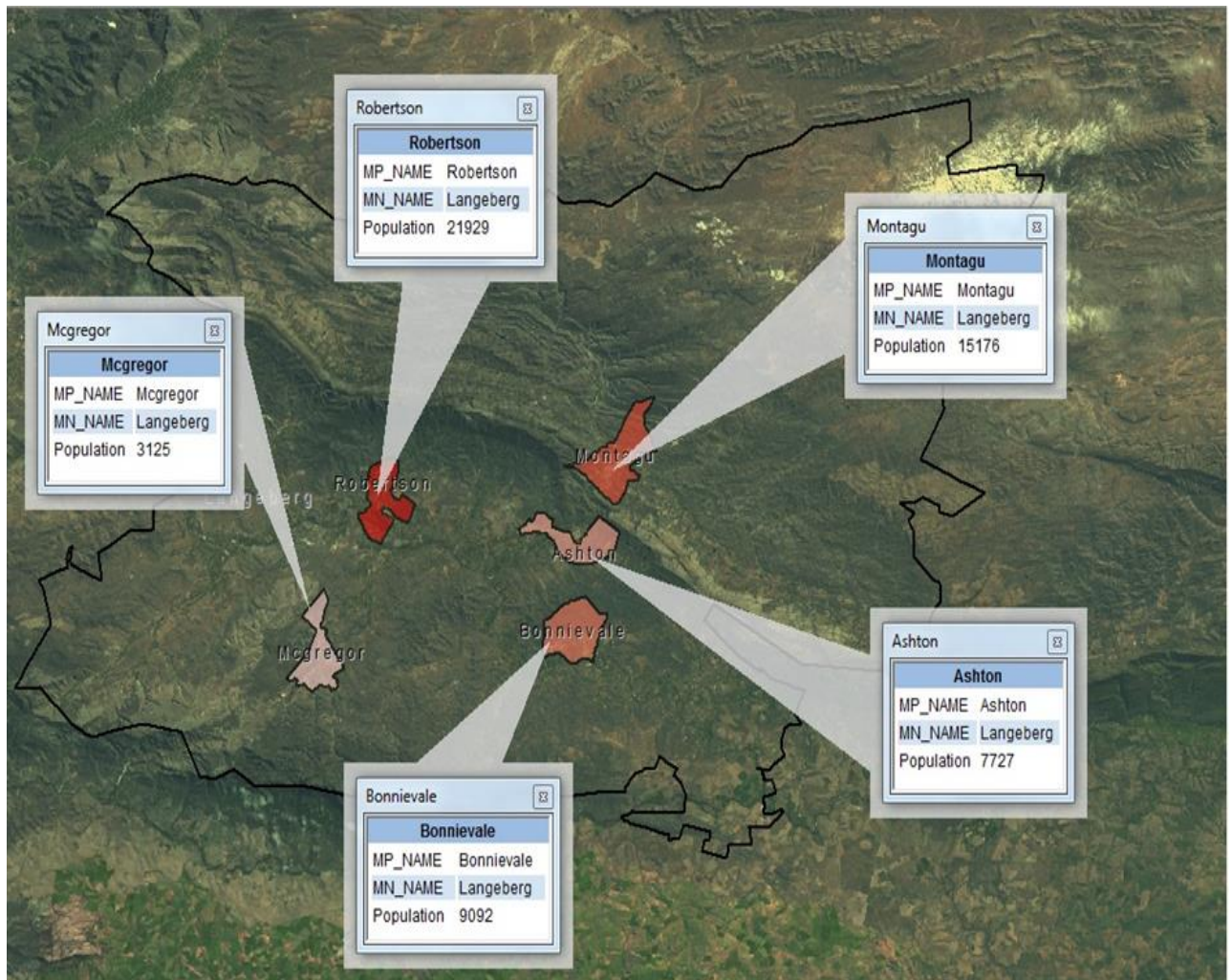


Figure 1.1: Langeberg Population per Area

Source: LM IDP (2017-2022)

LM lies nearby the scenic municipalities of the Breede Valley (Worcester), Drakenstein (Paarl), Stellenbosch and Witzenberg (Ceres). The Western Cape Government Socio-Economic Profile (2015:18) ranks Langeberg as the seventh fastest growing municipality in the Province and second in the Cape Winelands District. The determining factors for this ranking is the size and growth of the municipal economy. The municipality's real gross domestic product per region (GDPR) growth from 2005 until 2013 is 4.3 per cent per

annum. This performance was as a result of the strong growth, at an average of 7.9%, within commercial services and 7.8% in the construction services industry.

The population growth was low in relation to the faster growing economy, leading to decreasing unemployment rates in Langeberg and an increase in household per capita income. Although unemployment decreased between 2001 and 2011, it is still one of the major challenges within the Langeberg Municipality. Climate change, as a result of severe floods and humid droughts, has had a negative effect on the fruit and can industry. Severe weather conditions compromise jobs in agriculture and livestock farming, making people unable to pay for their municipal services. The Western Cape Government (2015:27) states that climate change is everyone's business and must be incorporated into every facet of spatial and land use planning, service delivery, infrastructure development and economic planning. Failure on the part of the municipality compromises basic service delivery, exacerbates poverty and undermines the most vulnerable communities.

The region is also well known for various open-air activities and its offerings to potential tourists and residents. According to the Cape Winelands Investment Profile (2011:1), LM offers breath-taking nature reserves, ethnic villages, living museums and fynbos. Robertson is well renowned for its wines, roses, deciduous fruit, breeding of racehorses, wine festivals, birding and fishing. The profile also refers to Montagu, which is home to significant catering and accommodation sectors and is known for its mineral baths, well-preserved historical buildings and is also characterised by the production of Muscadel wines. Ashton is noted as the second biggest town in the area and is dominated by its manufacturing base with a large canning industry. Fruit is the central focus amongst flourishing vineyards and verdant orchids, and is the central focus of all the activities in Ashton. Bonnievale produces some of the best wines, fruits and cheeses in South Africa. Food, agri-tourism, culture, the annual Wacky Wine festival, history and crafts, health and wellness, conferencing and eco-tourism are amongst the key tourism attractions in the region. Sport tourism includes community rugby games, cycling tours, boat racing on the Breede River and athletic marathons along Route 62.

1.3 THE RESEARCH PROCESS

1.3.1 THE METHODOLOGY

Methodologies chosen to research and analyse social phenomena are the guides leading the research to choose the appropriate path to identify causes, effects repercussion and challenges inherent to it.

Concrete research problems can only be understood when the appropriate methodology is chosen. The fulfilment of the aims and objectives of a study is based on the appropriateness of the tools utilised in the empirical methods employed and the methodological foundations that guide the initiative.

The present research project is rooted on the principle of a case study approach, founded upon an interpretive qualitative framework .It is a project aspiring to explore and analyse most aspect of a social reality that exists in a community that aspires to honest, transparent, accountable and developmental service delivery.

1.3.2 PURPOSE OF THE RESEARCH

It is hoped that the empirical research undertaken can examine and analyse the foundations, processes and dynamics associated with existing asset management and through the analysis of data collected and analysed can devise a turnaround strategy for this vital element of community life.

The finding could be deemed instrumental in the creation of a Municipal Public Asset Master Plan for Public Facilities, as no such plan currently exists, a plan that could potentially lead to long-term manageable, maintainable and sustainable, municipal public assets.

1.3.3 THE KEY OBJECTIVES OF THE RESEARCH

The key objectives of the research are to:

- Investigate and analyse the intentions, communication and trends of an individual, group or institution;

- Describe attitudinal and behavioural responses to the challenges in respect of municipal public assets; and
- Determine a strategy that persons or groups can embark on to bring a turnaround.

1.3.4 RESEARCH DESIGN

As a case study the management, maintenance and sustainability of municipal public assets like the sport facilities, community halls and libraries throughout the Langeberg municipal area, will be examined through a multiplicity of research processes such as a literature review, and a content analysis that will focus on qualitative data, sampling or a selection of cases, data collection and interpretation, interviewing and the drafting of a questionnaire completed by community members, officials and councillors.

1.3.5 THE RESEARCH METHODS

The research was conducted within the LM and was based on personal interviews.

1.3.6 DATA COLLECTION STRATEGIES AND PROCEDURES

The research used a questionnaire as a tool to collect data from a variety of persons, as mentioned in the introduction of this chapter.

1.3.7 INTERVIEWS WITH UNSTRUCTURED QUESTIONNAIRE

An unstructured questionnaire was used as the basic tool of data collection.

It is open-ended, takes a wide variety of forms and is a non-directive interview in respect of a specific research topic, is free flowing, relatively informal and in most cases casual.

Unstructured, or open-ended questions reveal much more expansive answers from respondents because they provide opportunities for them to think about their experiences, responses and provide deeper, more substantiated information, whereas closed-ended questions only require one-worded answers.

The questionnaire allowed participants to voice their opinions without fear of victimisation so that the answers truly reflect thoughts and ideas that indicate the challenges and opportunities the municipality are facing.

1.3.8 SAMPLING

The called judgemental sampling technic was chose, a non-probability sampling method and was used because of the knowledge of the researcher regarding the population that needs to participate in this specific project.

The strategic groups of people interviewed includes representatives from mainstream sport clubs, elderly and disabled persons, community leaders, councillors, senior staff members and managers from the various municipal departments,

The interviewees had knowledge and understanding of the realities and particularities associated with public assets, hence they were chosen.

1.3.9 RESEARCH ETHICS

All potential interviewees were notified immediately that their participation was a personal and political choice and that they were in fact ‘volunteers’ by their own accord. This meant that they could withdraw at any time if they wished to do so.

Their anonymity was guaranteed.

1.4 DEFINITION OF KEY CONCEPTS

LM must develop plans and thereby find a workable turnaround strategy that will assist the municipality to maintain and manage public assets. This research focuses on assets like sport facilities, libraries, community halls and the Thusong Service Centre (TSC). Various stakeholders referred to in this research, such as government departments, assist local municipalities with programs to promote their developmental role so that poor communities can have access to, and become involved in, efforts that can change their living conditions. Their involvement guides the municipality in assessing their own shortcomings, abilities, resources and those of the citizens to whom they are accountable to. The research will used the following key concepts such as community development, service delivery, municipal public assets, public participation and risk identification to assist the municipality in

planning, assessing and exploring resources that can benefit the whole municipal area, as well as to inform the municipality's next cycle of the 2017/2022 Integrated Development Plan (IDP).

1.4.1 COMMUNITY DEVELOPMENT

Eversole, Barraket and Luke (2014:275) define community development (CD) as a concept that places individuals at the centre of the development process and helps them to realise their potential. Community development acknowledges that the best solution to a problem invariably comes from those individuals within the community who are experiencing the problem. Sport and various community organisations, like faith-based organisations (FBOs), and community-based organisations (CBOs) are at the centre of how individuals and organisations establish themselves at these forums where they can make an impact on society. Community development, as defined by the United Nations (2009), is a process whereby community members come together to take collective action and generate solutions to common problems. According to the UN (2009), this is a broad term given to the practices of civic leaders, activists, involved citizens and professionals to improve various aspects of communities, and aim at **building** stronger and more resilient local communities. CD seeks to empower individuals and groups of people with the skills they need to affect change within their communities. These skills are often created through the formation of social groups working towards a common agenda. Communities, according to the UN, are driven by a set of values and practices that play a special role in overcoming poverty and disadvantages, knitting society together at a grass roots level and deepening democracy.

Improving on people's well-being continues to be one of the main focuses of community development. The involvement of individuals and groups of people, built by relationships and partnerships, gives impetus to the Aotearoa Community Development Association's (2016) reference to CD.

It is referred as a "practice-based profession (PBP) and an academic discipline that promotes participative democracy, sustainable development, rights, economic opportunity, equality and social justice, through the organisation, education and empowerment of people within their communities, whether these be of locality, identity or interest, in urban and rural settings".

It is within this context that municipalities work in concert with communities to advance the community where they stay and to develop and empower individuals and various groups of people who can develop them.

1.4.2 SERVICE DELIVERY

The Local Government: Municipal Structures Act (No. 117 of 1998) defines basic municipal services as those necessary to ensure an acceptable and reasonable quality of life, which, if not provided, endangers public health or environmental safety. The Act derives from Section 152 of the Constitution of the Republic of South Africa. The constitutional obligation of municipalities is to provide services to communities that are,

- a) Equitable and accessible; and
- b) Provided in a manner that is conducive to –
 - the prudent, economic, efficient and effective use of available resources; and
 - services that can lead to the improvement of standards of quality over time;”

Municipalities are expected to comply with legislation so that service delivery is not compromised and that delivery does not jeopardise the constitutional obligations that municipalities have towards communities. Communities become distressed and dissatisfied about poor service delivery, as well as frustrated and lose trust in municipalities that do not have the capacity, will and/or resources to provide basic services. People may also protest against poor service delivery to convey their dissatisfaction with the delivery of basic municipal services, such as clean running water, electricity and toilets, especially in informal settlements. The term ‘service delivery’ arises predominantly in poor communities. Because of the history of apartheid and the backlog in the provision of basic municipal services to poor communities, service delivery is a critical factor that has an influence on the lives of citizens.

1.4.3 MUNICIPAL PUBLIC ASSETS

According to United Nations Habitat (2008:2), community assets comprise of physical capital and infrastructure (buildings, roads, as well as open and public spaces, such as parks and plazas); financial and economic capital assets; and political and social capital inherent to local leadership and informal social networks. According to UN-Habitat, buildings can

be considered assets because investing in them yields future returns on capital, just like investing money in a bank. For the UN, community assets go beyond brick and mortar or money to include less tangible phenomena, such as social networks and people's attachment to places, or sense of place. This aspect of local assets characterises them as "public goods, which should theoretically benefit everyone in a community" (United Nations Habitat, 2008:2).

According to the UN, an asset-based approach (ABA) via community development, promotes partnerships between local and expert knowledge and access to existing resources through mutual learning (or co-production of knowledge). Section 63 of the Municipal Finance Management Act (No. 56 of 2003) that governs municipal public assets, which in turn forms part of the Asset Management Policy adopted by the LM in terms of the MFMA and the GRAP, which regulate the effective management of all council's assets. In this Asset Management Policy, LM refer to council assets as those listed in the category of capital assets, which are resources controlled by the municipality as a result of past events and from which future economic benefit or service potential are expected to flow. Community assets contribute to the community's well-being, for instance parks, libraries, sport facilities, fire stations, community halls and Thusong Service Centres (TSCs), whereas heritage assets have cultural significance, such as art works, museums, historical buildings and statues. Infrastructure assets like roads, water reticulation schemes, sewerage purification and trunk mains, transport terminals, car parks and dams are also listed in the policy. This also includes land and buildings for the provision of services and administration. The financial, logistical, maintenance and management of these assets ensures that the municipality complies with the MFMA, Generally Recognised Accounting Practice (GRAP) and other applicable legislation to ascertain that:

- Effective controls are communicated to maintain and manage these assets;
- the municipality safeguards these assets;
- the usage of assets is increased; and
- The creation of a culture of accountability over assets.

Community development in LM needs an asset-based approach that can benefit the partnership between members of a community (users) and the municipality. The UN-

Habitat guidance on the issue of an asset-based approach assists municipalities to realise how assets can become a critical part of community development and empowerment.

1.4.4 PUBLIC PARTICIPATION

The White Paper on Local Government (1998) defines developmental local municipalities as municipalities that are committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. Municipalities must develop mechanisms to ensure citizen participation in policy formulation, monitoring and evaluation of decision-making and implementation. On the basis of the White Paper (1998), the LM Public Participation Policy seeks to promote the notion that communities become active and involved in managing their own development by claiming their rights and exercising their responsibility to contribute to governing structures at ward level, including those community structures that the municipality utilises for consultation purposes. The implementation of this policy allows the municipality to be firmly rooted in its people and to place these people at the centre of development.

The World Bank (1996:3) defines public participation as a “process through which stakeholders influence and share control over development initiatives and the decisions and resources that affect them”. From this perspective, public participation could be required in the decision-making phases of programmes or project cycles in the community, namely from the needs assessment, to implementation, monitoring and evaluation”. Hemmati (2002:210) refers to the process of public participation as being about learning from and about others and how to work together as a team, which can in return lead to an environment that cultivates equity, respect, dignity, humility and hope. This can help to create a space where people interact in such a way that their differences and commonalities become so clear that they begin to explore possible ways forward.

1.4.5 RISK IDENTIFICATION

The United States Agency for International Development (USAID) (2011:9) defines a risk as “the combination of the probability of an event and its negative consequences”. Risk, according to the United Nations International Strategy for Disaster Reduction (USAID 2011), is usually associated with the degree to which humans cannot cope (lack of capacity)

with a particular situation (e.g. natural hazard), which culminates in disaster losses in lives, health status, livelihoods, assets and services, which could occur in a particular community or society over some specified future time period. Poorer communities that do not have the capacity to cope are more at risk than those that are better off.

The Core Municipal Disaster Management Plan of LM (2011:24) shows that it is easy to identify a risk in communities that live next to municipal public assets. Illegal informal settlements and poor living conditions, vandalism and social issues, including drug related crime, alcohol and gangsterism, pose a serious threat to communities and to municipal public assets. Currently, there is no proper plan **in** LM to safeguard public assets – municipal assets are poorly maintained, the network is out-dated and staff is not equipped with the necessary training to keep facilities at an acceptable standard for users.

These factors contribute to the dysfunction of public assets, which become a risk for public usage. According to the Core Municipal Disaster Management Plan of LM (2011:24), high risk factors like extreme weather conditions (floods, heavy rains, hazardous loads, drought, economic vulnerability, veld fires, epidemics and issues with road infrastructure) occur in the Langeberg municipal area and must be measured against the needs of the community. A community needs access and a suitable community hall when disaster strikes. A community-based people-centred approach is therefore needed, which can empower, educate and equip communities to manage the risks to public assets so that trust and respect in these assets can be restored.

CHAPTER 2: LITERATURE REVIEW

2.1 THEORETICAL FRAMEWORK FOR A TURANAROUND STRATEGY

Anfara and Mertz (2006:99) explain, “that it all starts with experiences and sensations which can be seen as events put into words and then called concepts. Concepts, in their turn, are then clustered into higher-order units to form constructs. Lastly, relationships drawn between these constructs are then called propositions which finally constitute a theory”. Sport facilities, community halls, libraries and the Thusong Service Centre in the Langeberg municipal area, need to be constructed and made into manageable tools for effective, efficient, transparent, accountable and sustainable management.

Robbins and DeCenzo (1998:6) and Schraven, Hartmann and Dewulf (2011:61-62) broaden the understanding of the management of these public assets by describing management as “a process of getting things done, effectively and efficiently, through and with people. This process can be done through the execution of the basic management functions like, planning, organizing, staffing, directing, and controlling that utilize human, financial, and material resources to manage the assets”.

The research acknowledges that these public assets are part of the everyday life of communities and create opportunities for human beings or groups of people to grow, as well as allow for social interventions into community programmes that can take collective actions and to get social organisations and institutions to explore their potential.

Swanepoel and De Beer (2006:20) describe “community value of public assets in relation to community development as a process of empowerment to be applied by all professionals in line functions and needs to be recognised before any attempt at coordinating community development will succeed”. The authors state that, “when ownership belongs to the people, the matter of coordination will become less of an issue” (Swanepoel & De Beer, 2006). As the owner of the assets, LM can rely on the community and provide the infrastructure, staff and budget for the facility, thereby strengthening the relationship between community and municipality.

Gramberger (2001:23) defines “information, consultation and active participation in terms of the nature and direction of the relationship between government and citizens as:

- Information that is a one-way relationship in which government produces and delivers information for use by citizens. It covers both ‘passive’ access to information upon demand by citizens and ‘active’ measures by government to disseminate information to citizens. Examples include access to public records, official gazettes, and government websites;
- Consultation as a two-way relationship in which citizens provide feedback to government. It is based on the prior definition by government of the issue on which citizens’ views are being sought and requires the provision of information. Government define the issues for consultation, set the questions and manage the process, while citizens are invited to contribute their views and opinions. Examples include public opinion surveys and comments on draft legislation;
- Active participation is based on a partnership with government through which citizens actively engage in defining the process and content of policy-making. It acknowledges equal standing for citizens in setting the agenda and proposing policy options. By definition, the author clearly encourages citizens to build strong relationships through consultation, to share information and to actively participate. Failure to do so will force the municipality back to the drawing board to develop its own turnaround strategy against the background of the national and imperatives”.

The theoretical framework will guide the research in determining what to measure, and which relationships will manage, maintain and sustain an effective municipal public asset.

2.2. PUBLIC ASSET MANAGEMENT

All public entities throughout the world own a wide variety of assets, which are diversified and in most cases valuable.

Such assets are always in need of accountable, transparent, honest and effective governance and be adjusted according to the inevitable changes of the environment of the communities, the market and political, financial and social realities.

In this context the responsibilities of everyone involved in governance (politicians, administrators, civil society and citizens) are directly and indirectly involved in these assets' management. They are those who make all the decisions about the present and the future of these assets (Hastings 2010:3-4).

In this context it is the duty and responsibility of all stakeholders and role players to discover, plan and implement the most appropriate of management methods in respect of property, sourcing and distribution of financial initiatives, implementation of honest and transparent decisions, as well as assessing, monitoring their success or failure (Jolicoeur, and Barrett, 2005:43).

The effectiveness and ultimate success or failure of the management methods will determine the future of such fixed assets in their totality and separately as well as their future impact on the financial, economic and social terrains of the particular entity, in our case LM.

The understanding of the scale and nature of public asset management is dictated by an ever-increasing number of dynamics characterised by a number of elements and processes that outlined later in the chapter.

It is interesting to note the paucity of academic and research literature in regard to public asset management in respect of developing countries (Rasolonjatovo, 2015:417).

It can be understood that political, economic, administrative and social circumstances are vital cogs in the development or underdevelopment of public assets as levels of governance, accountability, transparency, equity, effectiveness and efficiency differ from society to society (Woodhouse, 2004:10).

The brief examination of the key definitions that preceded this chapter and the sections that follow are directly and inextricably connected to public asset management, but is deemed important to deal with it here together with its basic characteristics and dynamics especially in the South African context.

There are a number of key issues that are of vital importance for the success of public asset management, that have been called possibly 'non-negotiable' and consist of: environmental management; overall and situational costing; financial and value

management; safety and security and inspection; condition monitoring; quality management; reliable maintenance ; facilities and equipment management; human resources selection and skills. (Fernholz and Fernholz 2007:13-14)

All planning of such assets is determined by the communities' expectations that are directly related to the levels of services and the cost thereof, especially in areas covered by LM.

Such planning is shaped and guided by the environmental and financial legislative requirements as exemplified in the Municipal Finance Management Act that will be dealt with in the following pages.

In South Africa there are strict rules and regulations in respect of all systems and processes associated with public asset management with special emphasis on appropriate accounting planning , procedures and practices that can lead to the most effective and efficient utilisation of the assets (National Treasury 2004 :13)

Public asset management characterised by good governance principles and implementation has the potential to flourish within any social environment, and plays a key role in strengthening and enhancing economic activity.

The responsibility for the management of public assets in South Africa is entrusted with the Municipal Manager, the Accounting Officer of the Municipality , who is responsible for the strategic risk management and financial viability and prosperity of the assets – including their efficiency and effectiveness, maintenance and development (RSA 2003: Section 38)

Following these dictates the leadership can develop its strategic, tactical and operational planning accordingly, especially in relation to issues of maintenance, upgrading, or the building of new assets.

These of course are collective decisions and are associated directly with success or failure management as well as insurance and demand management (SALGA and IMFO 2004:21-22).

Like every other portfolio management within a public entity, public asset management and its success or failure are determined by existing project management of its portfolio/s,

the programmes of each entity/asset; existing and future programmes; projects and events; organisational strategies and individual entity objectives; feasibility planning and implementation of events; and Asset and Project Life Cycle (Jones and White 2008: 13-14).

Every single successful or unsuccessful public service management is based on a number of fundamentals principles and ideas that are key to success.

The most importance is the issue of good governance guided by the fundamental principles of ethical behaviour, accountability, transparency, effectiveness and efficiency.

The above are rooted on a number of imperatives such as change management ; equity; soft and hard skills efficiency and knowledge amongst staff coupled with training, competence and awareness ; up to standard management production systems; advanced technological information and communication management ; and Geographical Information Systems and spatial knowledge planning and implementation. (Fernholz and Fernholz 2007:48-49)

These fundamentals are key to an advanced and integrated public asset management that includes strategic imperatives such as seasonal maintenance policy and plans; prioritisation of policies, regulations and plans; policies related to long and short term investments; strategic and tactical audits; compliance dynamics and particulars; and life cycle planning (Kaganova 2012: 12-13).

Given the realities facing most municipalities in South Africa in terms of provincial and/or national funding in infrastructure based public assets the above fundamentals the foundations upon which the financial strategies ought to be based in terms of existing or future facilities in terms of maintenance costs, capital, resource, equipment and consequence costs, wages and salaries, tools, energy, IT, refurbishment and upgrading costs (Conway 2006:48-49).

In case the above preventive measures and strategies are not implemented possible increase in Total Costs will ultimately lead to serious reduction of the life of a number of assets .

The same is true in case there is no implemented policy in terms of preventative maintenance of the assets especially in terms of disaster prevention, integration of the maintenance plans and integration of maintenance implementation (Deloitte 2011:32).

2.3 RISK MANAGEMENT

Cameron and Raghu (2005:9) define risk management as “a life cycle concept. It is both multifaceted in addressing a range of risks; it is active throughout the life cycle of the process or product; it is multidisciplinary since it can cut across all levels of the corporation, government authorities and local communities; it is dynamic in nature due to an ever-changing environment of legislation, expectations, technology and business pressures”.

Risk management is an important factor in the safeguarding, maintenance and management of municipal public assets. Awareness and education play a major role in minimising risk. The authors go further to state that “each major incident prompted the legislators (policy and law makers) to tighten up safety regulations, the insurers to seek more management techniques that informed the industry to adopt a formal risk management system as part of ensuring operational integrity in day-to-day operations”. Should an incident occur and result in serious injury or fatality to employees or the public as a result of the activities of the municipality, the potential for liability becomes a risk to the municipality.

The urgency to identify and assess risk will encourage the municipality to develop policies, early detection and put mitigation measures and controls in place that do not compromise service delivery and pose a threat to property and human life. Hartley (2009:154) cited Corbet et al (2007:232) which refers to three practical steps in risk management: identify, measure and control. Due to the programs that take place at public facilities and to reduce the changes of injury damages or loss, these practical steps support the following three questions about a sport event or facility by which the author refers to:

- What are the possible things that can go wrong? (Identifying risks).
- How likely is it these things will go wrong, and what are the consequences if they do go wrong? (Measuring risks).
- What can we do to keep things from going wrong? (Controlling risks).

These are critical questions when assessing what happens during and before an event or program at a facility.

2.4 DRIVERS OF RISK MANAGEMENT AT PUBLIC FACILITIES

Public facilities in LM encounter various drivers of risk that create uncertainty and an unsafe environment, both within its current situation and to future conservation of facilities. To eliminate aspects of uncertainty, Moller (2011:1) identifies the following drivers for risk management:

- “Value creation;
- value preservation;
- the increasing production of risk in modern society, leading to an escalating experience of uncertainty and unpredictability;
- risk management as a mechanism of response to increasing uncertainty; and
- risk management as a mechanism to distribute responsibility and legitimacy”.

Moller (2011:3, as cited in Giddens, 1999) is of the opinion that society is increasingly preoccupied with the future and safety and thus generated the notion of risk. Causality and control of the future will thus be anticipated. It is not always easy to predict risk but, because of uncertainty in society and the fact that there is always a risk involved in an activity, it is important to put mitigation, risk preparedness plans, as well as response and adaptation plans in place when a potential risk has been identified. Hartley (2009:154) cited Corbett (2002:6) which refers to the following four main sources of risk that facilities are exposed to at all times:

- Facilities - consist of buildings, fields, offices, or other venues where sport and related activities occur. It should be asked: is the facility compliant with safety measures and well maintained?
- Equipment, includes those used by athletes, coaches and officials during the sport activity, and equipment used by the organisation where sport services and other programs are provided at the facility. It should be asked: Is the equipment being used in good condition?
- Programs are an inherent part of the facility that hold potential physical risk.
- People or participants, staff, volunteers, directors and spectators are human elements that can be unpredictable in their behaviour and make mistakes when carrying out duties.

The abovementioned sources of risk management indicate how public facilities are vulnerable to risk, whether it is exposure to terrorist attacks, vandalism, a disaster that strikes, a pavilion that collapses due to bad maintenance, injuries to people if there is a stampede at the stadium, or any other occurrence of uncertainty, unpredictability and insecurity when hosting events. Risk management must, at all times, consider these possibilities.

2.5 STRATEGY OR TACTICS: A TOOL FOR CHANGE

According to Robbins and Barnwell (2006:147) “a strategy is the adoption of courses of action and the allocation of resources necessary to achieve the organisation’s goals. From a business perspective, the authors use the business strategy by saying that to “implement decisions, plans must be drawn up, areas of responsibility defined and tasks allocated”. Strategic decisions, according to the authors, “establish the general purpose and direction of the enterprise and the methods by which they will be achieved”.

The day-to-day decisions associated with implementing plans and operating the enterprise may then be described as tactical. According to the Local Government Back to Basics Strategic Document (2014:3), the Department of Cooperative Governance and Traditional Affairs (CoGTA) acknowledges what has been achieved so far in local municipalities and sets a goal to “improve on the functioning of municipalities to better serve communities by getting the basics right”. Strategic and operational support that includes a set of municipal toolkits, programmes like Project Consolidate and the most recent Local Government Turnaround Strategy were implemented to enhance local government performances. The tactical decisions for local government aim to:

- “Put people and their concerns first and ensure constant contact with communities through effective public participation platforms. This is the essence of our ‘back to basics’ approach.
- Create conditions for decent living by consistently delivering municipal services to the right quality and standard. This includes planning for and delivery of infrastructure and amenities, maintenance and upkeep, including the budgeting to do this. Ensure no failures in services and where there are, restore services with urgency.

- Be well governed and demonstrate good governance and administration cut wastage, spend public funds prudently, hire competent staff, ensure transparency and accountability.
- Ensure sound financial management and accounting, and prudently manage resources so as to sustainably deliver services and bring development to communities.
- Build and maintain sound institutional and administrative capabilities, administered and managed by dedicated and skilled personnel at all levels.”

(Back to Basics Programme for Change, 2014:6).

As a strategy and a tactic, bold leadership is needed along with the collective political effort to gain unity through a partnership with leaders in government that can be sensitive to the needs and aspirations of all communities.

2.6 A MANAGEMENT APPROACH FOR A TURNAROUND STRATEGY

LM faces huge challenges against the background of increasing population growth: new schools have been built, new housing schemes established and new sport codes developed, each with their own set of needs and challenges. A turnaround strategy is needed to ensure that adequate municipal facilities are provided to suit the growing needs of the communities. With inadequate facilities, and the application of poor maintenance and management strategies, the municipality must embark on a new approach to turn around the current situation.

According to Huber (2010:4), it is essential to “forecast the need for a future change before the wheels start to fall off. The first step is to realise that traditional management skills of planning, organising, leading and controlling are no longer sufficient to deal with the modern working environment. Management has to understand that everything has a life cycle of being productive and appropriate in current circumstances and will lose its effectiveness during time when new technologies, markets and trend starting to change”.

A change management process needs to be in place when moving from an existing paradigm (or mind-set) to a reframed, new way of doing things. This will allow all stakeholders to understand the reason for the turnaround even when the current methods are still effective. People often resist change, even if positive. In addition, employees who

are supposed to implement change often do not see the reason for the change due to lack of understanding of future requirements. The opportunity is to align strategies between visionary leadership and the rest of an organisation on an on-going basis. This will allow for continuous questioning of the current paradigms of the organisation and the adjustment of this in good time before a new way of doing things is required.

2.7 BACKGROUND FOR A TURNAROUND STRATEGY FOR MUNICIPAL PUBLIC ASSETS

Apartheid public amenities and assets were designed on the basis of class, colour, age and gender. They excluded the most vulnerable people in society – the disabled, elderly and visually impaired – for who access is either non-existent due to their circumstances or because access to these buildings is generally poorly designed. A turnaround strategy is needed to redesign these public assets into safe and user friendly environments and to do proper planning by creating opportunities for communities to become involved in the future use of public assets.

The municipality is faced with the following key challenges to public assets:

- Facilities are in a poor state;
- There is a lack of funds for maintenance works;
- Facilities are neglected and become overcrowded when used during big events;
- Facilities are poorly maintained and over-utilised;
- Personnel at these facilities do not have the requisite competencies to carry out their daily work; and
- There is no safeguarding of the assets (after hours and during weekends) against vandalism, damage to municipal property and criminal-related incidents.

A turnaround strategy is requested to address these challenges creates the potential for a range of opportunities that will enable entrepreneurs and communities to develop their abilities, skills and full potential over a sustained period of time. According to Hemson et al (2004:38) “an important part of the provision of services to poor rural communities by the government is the establishment, operation and maintenance of community assets with the involvement of the community members themselves. The involvement of community

members in the choice of assets, in their creation, in their functioning and in making sure that they are sustainable in the long term”. For the municipality to manage public assets in a sustainable manner, it needs to maintain its assets at a good standard and by doing that is to involve the community in this strategy.

The benchmark for this asset management maintenance is to keep them clean, safe and functional at all times.

Johnson (2002:12-13) describes “the maintenance standards at these public assets as a mechanism that establishes an acceptable condition of buildings, grounds, facilities, utilities, systems and equipment and determines the level of maintenance allowed to maintain the standard. The standards are determined by the designed function, amortization, type of construction, age, purpose, and present and future requirements and replacement costs. Knowledge and application of the standards permit decisions to be made concerning the extent, frequency and necessity of inspections and maintenance of facilities, systems and equipment”.

A successful turnaround depends on the development of an appropriate turnaround strategy (TS) and the effective implementation thereof. The first point to address is ‘what needs to be done and how to do it’. It is important for the researcher to do an assessment of the current situation, look at ways of rectifying any wrongdoings or approaches and do proper planning on how to do deliver on a turnaround. A framework of how a turnaround can be accomplished will assist the research towards proper guidance and outcomes.

2.8 THE TURNAROUND CONTEXT

Roberts (2015:85 citing Cameron, et al., 1987 and D’Aveni, 1989) states that a turnaround attempt is only conducted after a company has undergone a period of substantial, absolute decline. This can be defined as a decrease in internal resources over a period of time that culminates in a threat to survival. This is a defining feature of turnaround management: improvement in firm performance from a situation of relatively poor performance (to an industry and/or to the economy), or after a minor absolute decline, taking an organisation from its failure threshold to a viable state. Decline, according to Roberts (2015), does not automatically signify a crisis; a crisis occurs at an advanced stage of decline when there is a threat to corporate survival. “Turnaround strategies therefore are a set of consequential,

directive, long term decisions and actions targeted at the reversal of a perceived crisis that threatens the firm survival” (Cater & Schwab, 2008:32). From a municipal view, the 2009 State of Local Government in South Africa Report compiled by CoGTA, the Local Government Turnaround Strategy (LGTAS) was introduced to avoid a crisis in the downgrading of municipal service delivery in poor communities.

Van Niekerk (2012:54) describes the LGTAS as a comprehensive intergovernmental intervention that works towards “mobilising all municipalities and their communities to embark upon a concentrated effort to deal with the factors undermining the country’s municipalities and to restore good performance and effective service delivery”. Municipalities must do all in their power to deliver a service that enhances confidence in communities and also the performance of their own staff. Van Niekerk (cited in CoGTA, 2009a:24) applies a “one size fits all approach to restore good performance and effective service delivery within the country’s municipalities by instituting previous governmental interventions such as Project Consolidate and the five-year Strategic Local Government Agenda, as approaches that tend to bring a turnaround in local municipalities and that municipalities incorporate their own tailor-made Municipal Turnaround Strategy (MTAS) into their municipal Integrated Development Planning (IDP), as well as their budgeting, monitoring, evaluation and reporting processes”. The LGTAS and IDP process meant a significant step towards transformation within the sphere of local government.

The MTAS, according to Lekgoro (cited by van Niekerk, 2012:59), should find expression in the IDP as it is intended to address the key strategies of the municipality through key projects. These projects must be aligned to the strategies and priorities of the municipality, the IDP and the budget. This means that the MTAS for each municipality cannot exist outside the municipality’s IDP. The LGTAS, which provides the municipality with guidelines for action, as well as resources for support, must be reflected in the IDP and in the annual and mid-term budgeting. The objectives of the LGTAS must be linked with those of the MTAS. According to CoGTA (2009a:19), the LGTAS strives “to achieve five strategic objectives, namely,

- To ensure that municipalities meet the basic service needs of their communities;

- To build a clean, effective, efficient, responsive and accountable system of local government;
- To improve performance and professionalism within municipalities;
- To improve national and provincial policy, oversight and support; and
- To strengthen partnerships between communities, civil society and local government.”

The researcher based his approach on basic service delivery wherein infrastructure of buildings at facilities forms part of the discussion and for the municipality to align with the strategic objectives of the LGTAS. This is partly to avoid protests or dissatisfaction from residents and to boost confidence of various investors and local taxpayers.

2.9 A TURNAROUND STRATEGIC MODEL

The goal of a turnaround strategy is to move an underperforming department or service to normality in terms of acceptable levels of functioning and sustainability. The municipality faces serious challenges in terms of managing, stabilising, funding and underperforming over a period of time at its facilities, with regard to the following:

- Staff underperformed due to a lack of training.
- No diligence and commitment from staff to enjoyment at their workplace.
- Lack of funding to maintain facilities in a good standard and provide adequate facilities.
- Lack of effective, efficient and transparent systems and internal controls regarding maintenance and management of facilities that influence staff performance.

One could argue that a turnaround strategy cannot be implemented successfully unless these challenges and constraints are addressed. Roberts (2015:87)

2.10 MANAGING THE TURNAROUND

The research acknowledges that without a leader and aligned leadership team who can mobilise the organisation around a compelling turnaround ambition and force the turnaround strategy, the turnaround is unlikely to get off the ground and be properly implemented. Advocacy to retain or regain stakeholder support is crucial. Lack of proper communication and consultation with internal and external stakeholders may lead to

support being withdrawn, no matter how good the turnaround strategy. Numerous technically feasible turnaround strategies have failed due to one or more stakeholders not supporting or having faith in the turnaround. While turnaround execution remains part of a manager's day-to-day job, a turnaround is best managed as a project to focus attention on the task at hand.

2.11 ORGANISATIONAL CHANGE IN A TURNAROUND STRATEGY

Suitable, capable and motivated staff are key to an effective turnaround since it is they who implement the agreed upon recovery plan.

Changing the organisational structure to facilitate clear accountability and responsibility will make the implementation process more straightforward. A top priority task is to assess staff in the department – e.g. current skills levels – and how to advance them and the organisation through training and promotion so they can deliver a better service to the community (Western Cape Department of Provincial Government 2005).

2.12 DEVELOPMENT OF A TURNAROUND BUSINESS PLAN

To be successful in a turnaround situation is to move very fast towards the development of a comprehensive business plan that sets out a rescue strategy for the municipality. The plan should entail the following:

- Clearly state the long-term goals (vision/mission) and the chosen strategy for achieving these;
- Clearly define services offered by the municipality to the end users and how the community will benefit from the plan;
- A detailed programme of turnaround initiatives that can inform the rescue plan for the facilities;
- Each turnaround initiative should be described in terms of responsibility, proposed action, implementation and timeframe, possible resources and proposed impact; and
- Finally, the plan should contain detailed budget projections for a five-year period.

A rescue strategy can come in the form of financial support from external funders, stakeholders' confidence and trust, new and innovative thinking of models, change management approach from top management, and the appointment of capable staff to the troubled department. (NAMS Group (NZ). 2006:17-18)

2.13 COLLABORATIVE GOVERNANCE AND PUBLIC-PRIVATE PARTNERSHIPS TO ADVANCE THE TURNAROUND STRATEGY

According to Ansell and Gash (2007:544), collaborative governance is a “governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision making process that is formal, consensus oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets”. The Thusong Service Centre Model is based on collective governance and will be discussed in Chapter 5 of the research.

Huxham and Vangen (2002:273) argue for this collaborative advantage as an engagement that “occurs when something is achieved which could not have been achieved without the collaboration when members from one organisation act collaboratively with members of another organisation which can assist the municipality to achieve a common goal and making a greater impact in addressing decay of social fabric”. The establishing of a Thusong Service Centre speaks of a partnership between all government departments, the municipality, NGOs, churches, community leaders and organisations, and the local SAPS, with the purpose of bringing government services closer to the citizens of the municipality.

Collaborative governance complements the notion of a public-private partnership (PPP). Bovaird (2004:200) defines a public-private partnership as a working arrangement based on a mutual commitment between a public sector organisation and any organisation outside of the public sector. PPPs can be seen as negative to the municipality, e.g. staff fear losing their jobs or experience when a partnership takes over responsibility for their area of work; politicians or councillors fear losing control over policy-making and service management; service users and citizens fear of becoming objects of profit-making calculus; and voluntary organisations and NGOs are reluctant to become principle services in partnership with public sector organisations because as agents they fear losing their independence (Bovaird, cited in Rosenau & Osborne, 2004:204). The challenges that the municipality faces inform

the decisions of the municipality when looking at ways of getting partnerships involved in the management of these facilities.

As evident of a PPP in the LM, the research acknowledge the Report on the Zolani Sports Development Plan (2017) as a community-driven initiative wherein sports leaders from the community came together with the municipality to discuss and take up the challenges of vandalism at the sports facility and turning it into an active sports hub to provide adequate sport facilities and increase participation in sports by the youth, adults and elderly. This initiative is collaborative in nature and, with the buy-in of the community to form a partnership, this can be seen as a pilot that can be rolled out to other areas of the municipality.

2.14 A PROCESS APPROACH

The research adopts a process approach that focuses on resolution between the municipality, which is in control of assets, and the stakeholders who do not have facilities but want to use these. The approach taken does not assume a naive separation of content from process, but rather aims to establish links for giving content to a process in a situation-specific context and examines how the six-point municipal strategic outcomes, as stated in the IDP 2017/22, will lead to a strategy that is inclusive of the IDP process.

A process approach concurs with Giddens' (1984:25) structuration theory and the duality of agency and structure, such that action is seen as the result of the interplay between actor and context. A most common strong point of local government closer to communities is in this municipal-community approach whereby the municipality embarks on outreach programmes to communities in public participation programmes during their own events or in collaboration with a government parastatal.

The effectiveness and efficiency of an organisation will determine how to better the lives of citizens during engagements with communities and events with sector departments. According to Robbins and Barnwell (2006:85), these decisions should satisfy the demands of those important parts of the environment, namely the constituencies (from the perspective of this research: the communities) from which continued existence is required for support. Finally, Roberts (citing Pettigrew, 1992) advocates that to encourage progress

in process research is to reflect on and codify on your own experiences – this is what the municipality is trying to do.

2.15 PRE-ASSESSMENT WITH COMMUNITY AND STRUCTURES

The research will embark on a pre-assessment with stakeholders, i.e. of schools, sport clubs, ward committee's representatives, sport federations, Friends of Libraries and organisations in communities with regard to their needs as a constituency. This needs assessment will give the research a background to the approach with staff members, senior staff, portfolio heads and the council, as per needs identified by various stakeholders.

2.16 AN ASSESMENT PROCESS WITHIN THE MUNICIPALITY

This in-house approach will guide the municipality to assess the current situation at public assets and all the challenges that the municipality encounters regarding the management of municipal public assets. An all hands on deck approach with internal staff and senior management involved in public facilities will be followed to gain their buy-in and view on what happens, why and how they can move forward to correct this. (Worley International 1999:27)

2.17 CONSULTATION WITH COUNCIL

This process aims to consult with Council to get their buy-in, leadership and political will to support the resolution to bring about a turnaround in this area of the municipal function. Council must note if the resolution has legal or financial implications. A report will inform Council on the decisions taken, and items taken up during the pre-assessment phase can be relayed to the IDP section for capturing as needed. (SALGA and IMFO. 2004:21)

2.18 PUBLIC PARTICIPATION WITH STAKEHOLDERS

A consultation and information process will be followed in order to get final buy-in from stakeholders. Advertisements via local newsletters, social media and the website of the municipality and letters of invitation to meetings will follow a public participation process to start off the rounds of discussion and share ideas around a turnaround strategy. Facilitation will be arranged with the stakeholder departments with the view to gain their buy-in around their own objectives, available resources and support for the approach. This

approach allows room for a plan to be drafted during the process (National Treasury 2004:18).

2.19 FINAL CONSULTATION WITH COUNCIL

For Council to support the approach they need to receive a final draft report in the form of a plan which they can adopt for a period and that they can adapt or change annually as new technologies, markets and trends emerge (Huber, 2010).

2.20 OPPORTUNITIES FOR STAKEHOLDERS IN THIS APPROACH

Clear thinking is required for success when quickly assessing opportunities and determining what is wrong to developing strategies that no one has tried before, and implementing plans to restructure the municipality. Anderson and Anderson (2010:2) describe the “creating of an effective stakeholder engagement strategy as an extremely important aspect of your overall change strategy. The more engagement you have, the more commitment and positive contribution you will have, and, as engagement goes up, resistance goes down”.

Communication with all stakeholders is paramount through all stages of the process. Goals should be set that achieve stakeholder objectives, then incentive-based management applied to motivate the proper results. All role-players must be tied to the same broad set of goals and it should be emphasised how functions can complement the performance of related departments.

2.21 SUMMARY

A turnaround strategy is not about managing the immediate crisis and removing the strategic and operational problems of the municipality but also aims to rebuild stakeholder confidence, manage credibility and accountability and to ensure the trust of communities in the abilities of staff of the municipality is restored. The study provides a rich description of management activities during the recovery process, which, as far as can be determined, is the first of its kind and provides a unique insight into the shift in management focus as the municipality moves away from crisis to recovery in this area of its services.

The strong message emerging from this study is that management actions, attitudes and capabilities in the implementation of a turnaround are the determinants of success and are conditional upon managers' ability to convince financial stakeholders and Council of their commitments.

CHAPTER 3: POLICY AND LEGISLATIVE FRAMEWORK FOR MUNICIPAL PUBLIC ASSETS

3.1 INTRODUCTION

The purpose of the chapter is to put the applicable legislative provisions pertaining to the identified municipal public assets into context. The research describe the current situation and identifies the challenges that these municipal public assets face on a daily basis and how a turnaround strategy can be developed to involve, inform, educate and gain the trust of communities in the programs of the municipality. Current resources will be explored to ensure safe, well-maintained and manageable public assets that will comply with applicable legislation and mitigation factors for the users, public and municipality.

3.2 LEGISLATIVE FRAMEWORK

According to Section 152 of the Constitution of the Republic of South Africa (RSA, 1996), a municipality is to provide democratic and accountable governance to ensure the provision of services to local communities in a sustainable manner, promote social and economic development, a safe and healthy environment, and encourage the involvement of communities and community organisations in matters of local government.

Chapter 8, Section 73 of the Municipal Systems Act (MSA) (No. 32 of 2000) strengthens the constitutional mandate of municipalities in providing sustainable municipal services to communities that must be equitable and accessible and be provided in a manner that is conducive to the prudent, economic, efficient and effective use of available resources and the improvement of standards of quality over time. These municipal services should be regularly reviewed with a view to upgrade, extend and improve them. Section 76 of the Municipal Systems Act (No. 32 of 2000) provides for internal or external mechanisms that will enable municipalities to render these services through any business unit or another municipality, state or community-based entity.

The Occupational Health and Safety Act (No. 85 of 1993:1) makes provision for the health and safety of persons at work and, in connection with the use of facilities and equipment, the protection of persons other than persons at work against hazards to health and safety arising out of or in connection with the activities of persons at work. A Health and Safety

Committee has been established at the LM and this Committee has monthly meetings with the supervisor and managers in charge of facilities in the workplace. This committee does inspections and investigation at facilities and reports their findings monthly to the municipal manager. Engineers of the municipality must ensure that a safety representative has been appointed to do on-site inspections before each new construction and report on a monthly basis to the project team.

According to the Engineering Profession of South Africa Act (No. 46 of 2000), a Certificate of Compliance (COC) must be issued by an engineer who specialises in the civil and structural design of stadiums or venues, be signed off and handed to the municipality, which declares any completed projects, buildings, structures, electrical wiring and connections and/or water connections fit for utilisation, including the placing of new fire extinguishers and fire hydrants in order to have a safe and secure municipal public asset.

Coupled with the Occupational Health and Safety Act (No. 85 of 1993) is the Safety at Sports and Recreational Events Act (No. 2 of 2010) which provides for measures to safeguard the physical well-being and safety of persons and property at sports, recreational, religious, cultural, exhibitions, organisational or similar events held at stadiums, venues or along a route to provide for accountability of event role players, and to provide for certain prohibitions, the risk categorisation of events and the establishment of measures to deal with safety and security at events with which the municipality must comply. Sections 4 to 14 in Chapter 2 of the Safety at Sports and Recreational Events Act (No. 2 of 2010) (Safety at Sports and Recreational Events Act) spell out the processes for ensuring responsibility for safety and security at events. Annexure 1 of this document describes the event-planning meeting with applicants for hosting an event.

Section 25 of the Disaster Management Amendment Act (No. 16 of 2015) states that municipalities must provide for an integrated and co-ordinated disaster management policy that focuses on preventing or reducing the risk of disasters, mitigating their severity, emergency preparedness, rapid and effective response to disasters, post-disaster recovery and rehabilitation, the establishment and functioning of national, provincial and municipal disaster management centres, disaster management volunteers, and matters incidental thereto. As part of the mitigation towards disaster preparedness plan, the LM avails its

community halls as public facilities to provide temporary shelter to communities and households during a disaster.

Section 4 of the Intergovernmental Relations Framework (IGR) Act (No. 13 of 2005) provides a framework for national, provincial and local governments, and all organs of state within those governments, to facilitate co-ordination of the implementation of policy and legislation, including a coherent government, effective provision of services, monitoring implementation of policy and legislation and the realisation of national priorities. Annual meetings need to be held between the municipality and different sectors of government to plan, evaluate, coordinate and discuss challenges to projects and activities in the municipal area. These intergovernmental engagements assist the municipality to provide services in a coherent and coordinated way. The Thusong Service Centre in Robertson and two public libraries were successfully constructed in this way.

The object of the Local Government Municipal Finance Management Act (No. 56 of 2003) is to secure sound and sustainable management of the fiscal and financial affairs of municipalities and municipal entities by establishing norms and standards and other requirements for: (a) ensuring transparency, accountability and appropriate lines of responsibility in the fiscal and financial affairs of municipalities and municipal entities; (b) the management of their revenues, expenditure, assets and liabilities and the handling of their financial dealings; (c) budgetary and financial planning processes and the co-ordination of those processes with the processes of organs of state in other spheres of government; (d) borrowing; (e) the handling of financial problems in municipalities; (f) supply chain management; and (g) other financial matters.

While there is a budget for all public assets in the line departments of the municipality, the Municipal Integrated Development Plan (IDP) (2017-2022), forms a critical part of the budgetary processes. All consultation processes and needs within communities and sectoral departments form part of the IDP and budget process. The community's needs form part of the IDP and Council must approve these important documents, together with the budget.

3.3 MUNICIPAL POLICIES AND FRAMEWORKS

LM is, in terms of the MFMA and the Generally Recognised Accounting Practise (GRAP), obliged to adopt an asset management policy to regulate the effective management of all

council assets. As accounting officer, the municipal manager is responsible for the effective implementation of the asset management policy, which regulates the acquisition, safeguarding and maintenance of all assets and disposal of assets where these are no longer used to provide a minimum level of basic services as regulated in terms of Section 14 of the MFMA (2015:1).

The LM Disaster Management Core Plan (2012:18) confirms arrangements for managing disaster risk and for preparing for – and responding to – disasters within the LM area as required by the Disaster Management Act (No. 57 of 2002). The legal and mandatory requirements in terms of the Disaster Management Act (No. 57 of 2002) are for a municipality “to prepare a disaster management plan for its area according to the circumstances prevailing in the area and within the ambit of its municipal disaster management framework”. The disaster management plan forms an integral part of the municipality’s IDP.

The LM Preventative Maintenance Plan (2017) plays a significant part in the maintenance and management of sport facilities and makes provision for both indoor and outdoor facilities. Staff at sport facilities in LM implement a daily maintenance plan whereby they maintain one or more rugby fields, cricket pitches, netball courts, tennis courts, cloak rooms, halls on sports fields, parkings, trees and plants, pavilions, buildings on sports fields, fencings and athletic tracks. The sport section have their own challenges with regard to inadequate training, lack of funds and equipment, vandalism of facilities, overcrowdedness and over-utilisation of facilities. They must borrow equipment from other departments in the municipality; however, they do manage to deliver a basic service to communities.

Section 74 of the Local Government: Municipal Systems Act (No. 32 of 2000) states that, “a municipal council [is] to adopt a tariff policy on the levying of fees for municipal services”. The levying of fees includes the increase of an annual tariff to **boost** the revenue of municipal public facilities like community halls, sport facilities, libraries and the Thusong Service Centres. Users, clubs and schools in disadvantaged areas that do not have facilities pay for the use and rent of these facilities. The municipality has a policy for once-off free use of facilities when they receive a request from NGOs or organisations that have

a program but cannot pay for a facility. The municipality also has processes in place for lessees when they want to hire a facility for any event.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 INTRODUCTION

Social research methodology is the interaction between ideas and empirical realities and the ways and patterns a researcher utilises to get evidence relating to his/her research objectives and questions. Methodology is at the heart of applied research and turns universal generalisations into concrete realities through empirical findings for most aspects of social life (McBurney & White, 2009:11). Theories and previous research findings are tested and turn from abstractions into concrete prepositions and conclusions. Through this process, a researcher's hypotheses guide prepositions into realities closer to the truth.

According to Firebaugh (2008:11-12), methodologies are used in the study of social phenomena and are the foundation when fitting a research design to a concrete research problem or challenge. They are a guide that leads to the identification of social, economic, political and human factors that have or could have an impact on events, conditions and/or existing and past realities. The above makes obvious the fact that methodological weakness will most likely lead to unreliable results; hence, the fulfilment of the aims and objectives of a study is based on the appropriateness of the tools utilised in the empirical methods employed (Neuman, 2012:4-6).

The methodology utilised in this project is based on an interpretive qualitative framework and can be described as advanced exploratory research as it aspires to perform a serious examination analysis and dissection of existing and newly acquired information in its effort to uncover realities, reasons, attitudes, ideas and beliefs. This methodological approach has been chosen because its philosophy is based on how, when and why social phenomena unfold and develop, and thus aids the researcher's efforts to understand and analyse human relations, behaviour and actions (Silverman, 2011:7-8).

The project takes the form of a case study that will produce information on a set of empirical realities based on the understanding of existing social realities and events revealed through hard data derived from a relatively small, focused population sample (Pernecky, 2016:22-23). According to Burns and Grove (2011:92), a case study "examines a single unit within real-life environment". A unit may be a person, family, community or organisation (Burns & Grove, 2011). Case studies will assist the research to gain perspective on what happen

with public assets in the municipality, how this can be corrected, as well as the route to follow to create a turnaround in the area of concern. The use of this methodology is considered key by the researcher for unleashing data that will confirm or create new ideas and insights to problems, as well as the possibility of short- or long-term solutions to these through recommendations based on findings (Baškarada, 2014:2-3; Savin-Baden & Major, 2013:4-6).

The active participation of all sectors of the area under investigation through semi-structured, and unstructured techniques will guarantee the uncovering of thoughts, ideas, attitudes and opinions that will widen the knowledge of the researcher (Denzin & Lincoln, 2011:28-29). An integral part of the empirical research exercise was the researcher's direct involvement in a successful multi-stakeholder process with the construction and establishing of a TSC for Robertson in LM. This was described as an innovative initiative involving all departments in the Western Cape Government and a wide array of professionals who interacted with the political and administrative leadership of the municipality and the wider community, as well as other role players and stakeholders.

The choice of the 'case study' qualitative methodological type is based on the researcher's belief that quantitative research relies on the quantification of data and usually transforms into statistics that can lead to the 'generalisation of results'. This does need to be founded, in most cases, on a large community sample, which was not available for this study. The rigidly structured framework of quantitative methodology is also considered as optimal methodology because of the conditions existing in the community such as the non-involvement of community members, increasing of crime-related incidents and vandalism, its demographic characteristics (facilities being located in different communities with their own unique challenges) and the high cost of the data-collection methods.

4.2 A CONCEPTUAL FRAMEWORK FOR A TURNAROUND STRATEGY

Miles, Huberman and Saldana (2014:20) define a conceptual framework as one that "explains, either graphically or in a narrative form, the main things to be studied – the key factors, concepts, or variables – and the presumed relationship among them". According to these authors, it is "a process that helps to direct and guide the research thinking about why the topic of this study matters, and why the methods proposed for the study are appropriate

and rigorous to the challenges that the municipality face itself. The relationship between individuals, groups of people, organisations and the conditions to which municipal public assets are exposed, is particularly important to measure the needs of the users for their accountability and decision-making purposes”. The above key factors are important and will contribute to the turnaround strategy.

While public assets in LM are dependent on end users, the involvement of communities in participatory processes prior to the planning and construction phases of projects are a necessity. According to Sawyer (2009: XIII), a public asset is a tool. Sawyer (2009:23) is of the view that, “the better it is planned, designed, and constructed, the better it will support the objectives of the programs it will house”. LM, therefore, must plan how the entity will develop and implement a manageable maintenance plan that supports the end users and community.

4.3. RESEARCH PROBLEM AND OBJECTIVES

4.3.1 PROBLEM STATEMENT

The municipality faces huge challenges with regard to damage of municipal properties in communities, vandalism that occurs on a daily basis, as well as criminal activities that take place against public assets like sports facilities, community halls, libraries and the Thusong Service Centre. Other issues include poor maintenance and management of these public assets, as there is virtually no safeguarding and supervision over weekends and during the night when these assets are most vulnerable. Public assets are neglected and this creates a huge financial burden on the operational expenditure of the municipality and as a consequence, the taxpayer.

The rationale of the proposed study is to ensure adequate plans are in place to focus on management, safeguarding, maintenance and sustainable municipal public assets in the entire LM area. It should be noted that LM is the custodian of all municipal assets and has a responsibility to adhere to all applicable legislation.

4.3.2 PURPOSE OF THE RESEARCH

The research aims to assess the current state of affairs of the public assets in LM by means of an evaluation of current conditions and prevailing circumstances. This information will

help **to** analyse and establish what needs to be done to rectify issues. Consultation focus groups, staff and role players (including regular users/lessees of these public assets, community and sport leaders, managers, directors involved and the municipal manager), will take place. Their opinions and views will contribute to the understanding of key dynamics to the existing historical and present situation and will lead to recommendations that can assist the municipality with drafting their own Municipal Public Asset Master Plan, as no such plan currently exists. This plan could potentially lead to long-term manageable, maintainable and sustainable, municipal public assets. The assessment and subsequent recommendations could assist the municipality to rectify the rendering of services, utilise staff and equipment effectively and even help them to change policies to restore trust and respect from communities.

The reality of the prevailing situation in respect of public assets has become a challenge for many municipalities and has the potential to convert into a service delivery protest if municipalities follow the wrong approach. Asset management is part of a municipal service delivery discipline and services to the public or entities must be delivered on a daily basis **of** these facilities.

4.3.3 RESEARCH OBJECTIVES

As identified above, the municipality is facing a number of serious challenges in various categories of public assets, such as poor maintenance and management, vandalism, lack of proper security measure that make the public assets vulnerable to vandalism, lack of supervision and safeguarding, especially during school holidays and weekends.

There is strong evidence of neglect of these community assets by the relevant authorities and planning, design and implementation at a number of levels (Core Municipal Disaster Management Plan of LM (2011:23). These realities are instrumental in the perpetration of social illness and significant financial burden for both taxpayers and the municipality.

This study is relevant as its key objective is to research the route cause and fundamentals of the problems and challenges facing public assets in the municipality and to develop an adequate, efficient and effective turnaround strategy that will make the provision of public asset, one of the cornerstones of developmental local government and an integral part of the development of a community. The research will embark on participatory action research

to gain understanding of the challenges at hand and to empower participants to change their social conditions and so add value to the assets.

This research aspires to enhance the involvement of both communities and the staff of the municipality to ensure that they gain knowledge and the ability to manage, maintain and sustain these public assets so that service delivery is not compromised.

The purpose of interviews as part of the research is to:

- Investigate and analyse the intentions, communication and trends of an individual, group or institution;
- Describe attitudinal and behavioural responses to the challenges in respect of municipal public assets; and
- Determine a strategy that persons or groups can embark on to bring a turnaround.

4.3.4 RESEARCH DESIGN

An empirical research plan was selected based on a conceptual analysis, municipal assessments, legislation, and assessments by the researcher, relevant case studies and best practises of similar public assets at other municipalities in the Cape Winelands Municipal Region. (that includes Stellenbosch, Drakenstein, Witzenberg , Breedevallei and Langenberg Municipalities). Evaluative research is utilised to develop standard operating procedures and practices to improve the management, maintenance and sustainability of municipal public assets like the sport facilities, community halls and libraries throughout the Langeberg municipal area, as well as the Thusong Service Centre.

The study will adopt a method of data collection that includes a literature review, and a content analysis that will focus on qualitative data, sampling or a selection of cases, data collection and interpretation, interviewing and the drafting of a questionnaire completed by community members, officials and councillors.

4.3.5 RESEARCH METHODS

The research was conducted within the LM and began with an analysis of work done around the management, maintenance and sustainability of public assets, i.e. the sport facilities,

community halls, libraries and the Thusong Service Centre. The point of departure was to analyse data collected through empirical research and sampling.

Personal interviews were conducted with councillors, community leaders, directors (strategy and social services) and a manager (engineering services) to gain their strategic and technical inputs. Interviews were also conducted with professionals in project management, the disaster management practitioner for a Disaster Recovery, Management and Risk Assessment Plan, and officials from the Provincial Departments who provide for funding resources and assistance, as well as users of the facilities.

4.3.6 DATA COLLECTION STRATEGIES AND PROCEDURES

Burns and Grove (1998:744), “data collection is the precise, systematic gathering of information relevant to the research sub-problems, using methods such as interviews, participant observation, focus group discussions and case histories”. The research used a questionnaire as a tool to collect data from a variety of persons, as mentioned in the introduction of this chapter. According to McKendrick (1987:270), a questionnaire is a set of questions designed to generate data necessary for accomplishing the objectives of the research project. This research first focused on confidentiality to ensure that data was managed in a strictly confidential matter when communicating with participants.

This study focused on a select group of participants, containing experts in their fields and with a vast experience in local government and community development. All can easily relate to the objectives of the research. This strengthens the integrity and protects the ethical role of the entire research so that quality data, views, opinions and discussions are captured and collected during interviews.

The researcher compiled a questionnaire guide to be completed alongside a face-to-face interview to stimulate questions and discussions with the identified groups or individuals. The information gathered from the questionnaires and interviews, content analysis and literature review was captured and records were kept and analysed as part of the research in order to test reliability and validity, which will make use of research materials to ultimately make development possible. Through participatory observation, the researcher collected data from the different B municipalities (five different municipalities identified

above) in the Cape Winelands District to look at best practises and how similar practises can be further developed and implemented at LM.

4.3.7 INTERVIEWS WITH UNSTRUCTURED QUESTIONNAIRE

According to Burns and Grove (1998:747), an interview refers to “structured or unstructured verbal communication between the researcher and the subject in which information is presented to the researcher”. Interviews are usually initiated with a broad or general question. After the interview has begun, the role of the researcher is to encourage the participant to continue talking using techniques such as nodding their head or elaborating on wishful thinking to turn around the situation that will benefit a group or community.

Burns and Grove (1998:307) argue that the “participant may be encouraged to further elaborate on a particular dimension of the topic of discussion by using probes or references to previous methods to resolve [an] issue”. The interview that was used was in the form of a questionnaire and follow-up visits to the participants.

The unstructured interview is open-ended, takes a wide variety of forms and is a non-directive interview in respect of a specific research topic and its wide variety of angles and dimensions (Rubin & Rubin, 2011:134). In most instances it is free flowing, relatively informal and casual, meaning that the interviewee has the opportunity to think about the responses, which can then be expanded through continuous probing by the researcher (Royse, 2008:183). As an integral part of the interpretative and qualitative methodology, this pattern of questioning prioritises the depth of the interviewees’ answers on a specific subject matter (Klenke, 2008:128-129). This has led to such interviews becoming very common in case studies in a very wide variety of disciplines and fields of study (Babbie, 2011:134-135).

The researcher made appointments with participants in the municipal area and with stakeholders at the category B municipalities in the Cape Winelands District Area, including municipal political office bearers, senior officials, government officials, general members of the public and organised institutions within society, with the main purpose of gathering data on service delivery challenges and turnaround opportunities for municipal public assets. The questionnaire allowed participants to voice their opinions without fear of victimisation so that

the answers truly reflect thoughts and ideas that indicate the challenges and opportunities the municipality are facing.

Twenty questionnaires and seventeen recordings were completed. The questionnaires were written in English and the purpose of the session was to hold a discussion with the participants, with the option to use Afrikaans direct translation by the researcher where necessary. After the participants read the authorisation letter from the university, this was signed and a copy was given to each for record purposes.

The researcher conducted the interviews in person and a tape recorder was utilised. The purpose and reason for the interview session was explained to all respondents before it began. Approval was requested from the participant to record the interview. Not all were recorded as some participants faced time constraints. The researcher also explained that all information given in the session would be treated confidentially and that the names of the respondents would not be mentioned in the research document. The dates and times for interviews were arranged between the researcher and interviewees.

The information collected from the interviewees was used to test the validity of risk and challenges at public assets, as well as how a turnaround strategy could be accomplished to satisfy the needs of communities, users and the municipality. Inputs from all stakeholders assisted the researcher to conduct the research in a more structured manner.

Hsieh and Shannon (2005:1277), citing Cavanagh (1997) and Rosegren (1981), define content analysis as a “flexible method for analysing text data. It describes a family of analytic approaches ranging from impressionistic, intuitive, interpretive analyses to systematic, strict textual analyses”. Although books, essays, discussions, newspaper headlines and articles, historical documents, speeches, conversations, advertisements, theatre productions, informal conversation, or any occurrence of communicative language form part of these text, in this instance interviews were used as a methods of content analysis to use to unpack the ideas, emotions, views and opinions of participatory groups.

4.3.8 SAMPLING

The researcher embarked on a strategy to carefully select participants that are aware of the challenges faced in communities in LM and who can provide a true reflection of views on

what needs to be done to rectify the present situation. The researcher opted for a purposive sampling frame to gain information and to collect data that is necessary to analyse the content. Interviews and a questionnaire approach were conducted with individual community members who have a vested interest in the use of public assets, including with community leaders, organisations and government institutions in the communities and sport clubs, to share views on the history of public facilities and how these public assets contribute to community development.

This type of sampling (also called judgemental sampling) is a non-probability sampling method and was used because of the knowledge of the researcher regarding the population that needs to participate in this specific project (Saunders, Lewis & Thornhill, 2012:111). Such a sample is dictated by the aims and the objectives of the study and is based on the knowledge and opinions of people regarding the key issue under investigation, mainly through detailed and unstructured interviews.

The strategic groups of people interviewed includes representatives from mainstream sport clubs, elderly and disabled persons, community leaders, councillors, senior staff members, managers from the various municipal departments, managers from government departments, as well as managers who head departments and perform the same function as the researcher in the category B municipalities in the Cape Winelands District Municipality (Saunders, Lewis & Thornhill, 2012:288).

Table 2.1: The Number of Questionnaires that Took Place with Participants (June 2017-August 2017)

Participants/ Respondents	Councillors	Senior Staff	Managers	Community Members	Government Officials	Sport Codes, etc.
Langeberg Municipality	3	3	6			
Government Departments					3	
Community Members				5		

Participants/ Respondents	Councillors	Senior Staff	Managers	Community Members	Government Officials	Sport Codes, etc.
Representatives of Sport Codes and Community Old Age Groups						2
B- Municipalities			3			
Sub-total	3	3	9	5	3	2
Total			25			

The sample was chosen in such a way as to represent interviewees with knowledge and understanding of the realities and particularities associated with public assets. Hence representatives of the municipality, government departments, representatives of sport codes and community old age groups, and representatives of other B municipalities in the District were selected.

This type of sampling frame is both cost- and time-effective and is appropriate for this study as these respondents are key informants given the scarcity of primary data sources. Appointments for interviews were arranged with opinion makers and leaders of their respective fields of knowledge. The researcher explained the confidentiality, purpose of the visit, gave each a copy of the letter of consent from the university, conducted the interview and exchanged some ideas as how best the researcher and the participant could confront the challenges that the municipality faces. After the thirty-minute interview the researcher thanked the participant for assisting. Visits and interviews took place during the evenings, except where participants preferred a visit during the day. Face-to-face interviews were conducted with participants.

4.3.9 RESEARCH ETHICS

Throughout the process of the research the ethical undertakings of the researcher were of fundamental importance. All respondents at all levels and during the period of the project were guaranteed that anonymity and confidentiality would be a foundation of the research endeavour.

The researcher secured both the original notes and the transcripts in safe places before they were transformed into CDs and all data was secured on the computer/laptop as a backup. The computer and memory stick were password protected and placed in a safe place. Passwords were renewed on occasion for confidentiality and security reasons and only the researcher had access to the safe and computer. No information communicated to the researcher has been or will be released to any other party for any reason as the researcher interviewed and consulted all interviewees on a one-on-one basis.

All potential interviewees were notified immediately that their participation was a personal and political choice and that they were in fact ‘volunteers’ by their own accord. This meant that they could withdraw at any time if they wished to do so. It was also their own prerogative and decision to participate in the empirical part of the research project and they could refuse to answer any questions that they did not deem appropriate.

4.4 SUMMARY

The chapter commenced with the overall conceptual framework underpinning the fundamentals of the research. The research objectives and questions that shaped the framework of the project were identified. These were followed by the research design of the empirical analysis, identifying its key ingredients, including the data collection and population-sampling techniques all rooted in the dictates and principles of a qualitative methodological paradigm. The data-collection techniques and their particularities, as well as the interpretative methods that followed, were examined, as were the ethical responsibilities, planning and implementation of the researcher’s ethical priorities.

CHAPTER 5: ANALYSIS OF DATA

5.1 INTRODUCTION

This chapter will begin with a description and situational analysis of the various municipal public assets, including their operational resources and vandalism as a serious challenge. This will be followed by the realities of financial aspects and budgetary constraints, as well as failures and successes.

Two case studies will illustrate the key problems facing the facilities utilising primary sources. These two case studies have experienced the key processes of destruction and re-construction and illustrate realities associated with the turnaround strategy advocated by the researcher who, due to his position, was instrumental in planning and designing this strategy together and with the support of the municipality's political and administrative leadership.

In this context the structural and process analysis that is an integral part of the chapter combines not only the data emanating from the questionnaires and interviews but also the researcher's own experience and observations of efforts for the implementation of a turnaround strategy throughout the re-building process. Therefore, the analysis utilises a wide range of official provincial, national and municipal primary data.

5.2 OVERVIEW OF VARIOUS MUNICIPAL PUBLIC ASSETS

5.2.1 COMMUNITY HALLS

LM currently has eleven community halls with a caretaker at each who performs the maintenance in and around that hall. Community halls in the municipality are used for various activities, such as dances, training, meetings, sport activities, social support, youth activities, fundraisers for charities and church gatherings. It is a public space for members of a specific community to come together to enjoy group activities, have social support, network, share ideas, and receive public information to enrich their lives. Community halls in the LM have a standing operating procedure when community members book the halls. The client must complete a checklist of inspections (as in Annexure C) before and after use. Conditions of hiring will be issued to the lessee to which he or she must comply. The following community halls exist in the various towns of LM.

Table 5.1: Names and Total of Community Halls in the Langeberg Municipality

NR.	COMMUNITY HALLS	ADDRESS	CAPACITY	PER M ²	TOWN
1	Ashton Town Hall	Swart Street	350	440	Ashton
2	Barnard Hall	Uitspan Street	260	300	Ashton
3	Chris Van Zyl Hall	Voortrekker Road	650	665	Bonnievale
4	Happy Valley Hall	New Cross Street	600	550	Bonnievale
5	Hofmeyer Hall	Bath Street	60	112	Montagu
6	McGregor Hall	Voortrekker Road	250	209	McGregor
7	Montagu Hall	Wilhelm Thys Avenue	280	255	Montagu
8	Nkqubela Hall	Nentza Street	150	234	Nkqubela, Robertson
9	Robertson Civic	Hospital Avenue	280	252	Robertson
10	Robertson Town Hall	Church Street	300	280	Robertson
11	Rolihlahla Hall	Building Street	350	315	Zolani, Ashton

Source: New Condition of Hiring Document of Langeberg Municipality (2017)

Community centres in municipalities have different meanings for different people and can be utilised for different functions and activities. Brodrick (2008:22) defines a community centre as, “a building which serves a community, which organized themselves in an association which is responsible for the management of the building and provides facilities for the development of the recreational, cultural and personal welfare of members of that community, constitutes a meeting place for voluntary organizations or other groups in the community which need accommodation”. This is a concept in Britain that has as its objective the creation of a network of all-purpose and all-embracing neighbourhood organisations (Broady 1990:12, cited by Brodrick 2008:20). It is in this context that the value of community halls as a municipal public asset enhances the development of a community that appreciates and cares for community buildings as places where they can meet, discuss, plan, have activities, use as a shelter during disasters, serve as a centre for

food distribution to poor residents, strengthen and foster relationship with each other and share in emotions when they come together.

5.2.2 SPORT FACILITIES

Famer, et al. (1996:3, citing Van Dalen & Bennet, 1971) state, “2,500 years ago civilizations developed and utilized sport facilities for the health and well-being of their people. Although the primary purpose was to maintain military readiness and entertain the nobility, these facilities were the forerunner of today’s large sport structures and complexes”. As sports grew in size and importance, facilities correspondingly improved. By the beginning of the 20th century, major sport facilities were already in existence.

LM has a total of eight (8) official sport facilities in the five (5) major towns of LM. Of these, three (3) are situated in the town of Robertson, namely Callie De Wet Sports Ground, Van Zyl Sports Ground and Nkqubela Sports Ground. Two are situated in the town of Ashton, namely Cogmanskloof Sports Ground and Zolani Sports Ground. The towns of Montagu, Bonnievale and McGregor have one (1) sports ground each. Schools, clubs, sport groups, old age groups, sport and cultural groups and church groups from the disadvantaged communities make use of the sports fields. The standard of these facilities differ from town to town due to the historical circumstances prevailing before 1994.

As a result, no uniformity exists because before the municipal demarcation following the first democratic local government elections these municipalities also did not have dedicated sport and recreation departments or units and, as a result, the staffing norms and type of staff differs from town to town.

The lack of dedicated sport and recreation departments at these former municipalities resulted in a lack of policy development in the field of sport and recreation. It also resulted in no forward planning for sport and recreation, and backlogs began to pile up for upgrading of sports facilities.

The below table is a synopsis of the current facilities and how these compare with one other in terms of the grass areas that need to be mowed, toilet facilities, sizes of the pavilions and number of staff.

Table 5.2: Names and Amount of Sport Facilities in the Langeberg Municipality

Facility	Approx. Size of Premises	Approx. Size of Grass Areas	Sporting Codes	No. of Toilets	Size of Pavilion	No. of Staff
Van Zyl Street Sports Ground in Robertson	96 600m ²	58 215m ²	Rugby, soccer, netball, cricket, athletics and schools sport, old age games, cultural competitions/gatherings	19	102,5 (18 rows)	2
Callie De Wet Sports Stadium in Robertson	51 340m ²	48 340m ²	Rugby, soccer, netball, cricket, jukskei, athletics and schools sport, old age games, cultural competitions/gatherings, indoor sports like squash	24	50,1m (13 rows)	2
Nkqubela Sport Stadium in Robertson	35 028m ²	27 000m ²	Soccer and netball	6	40m (9 rows)	0
McGregor Sports Ground in McGregor	35 578m ²	34 097m ²	Rugby and netball, social cricket	6	8m (10 rows)	1
Happy Valley Sports ground in Bonnievale	46 121m ²	22 091m ²	Rugby, soccer and netball	8	21,5m (18 rows)	1
Cogmans Kloof Sports Ground in Ashton	24 486m ²	11 807m ²	Rugby, soccer, netball, tennis, athletics, schools	5	52,4m (15 rows)	1
Zolani Sports Ground in Ashton	13 385m ²	13 300m ²	Soccer and netball	4	52,4m (15 rows)	0
King Edward Sports Ground in Montagu	48 423m ²	25 020m ²	Rugby, soccer, netball and cricket	18	36,7m (10 rows)	1

Source: Langeberg Sport and Recreation Strategy (2013:5)

The provision of sport facilities in the municipality is driven by core sporting codes like rugby, soccer, netball, cricket, soccer and athletics, which attract many spectators to the sports facilities. As a result, the municipality experiences over-population and over-utilisation of sport facilities during sports seasons. The municipality's focus is on core

service delivery mechanisms to better the lives of its citizens, though they have little or no funds to upgrade sport facilities.

LM have huge backlogs in the provision of sport and recreation facilities, which form the foundation of the entire sport and recreation system. If no support exists for funding to assist municipalities then athletes and sports people compete on an unequal basis. This will jeopardise the transformation initiative as stipulated in Objective 23 in the National Sport and Recreation Plan (NSRP, 2011:56).

5.2.3 SITUATIONAL ANALYSIS AT SPORT FACILITIES

According to Roode (2013:6), the development of the majority of the sporting facilities, with the exception of the Van Zyl and Happy Valley Sports Grounds, did not take the future population growth and diversification of sporting codes into consideration in the design and availability of land. This has resulted in the majority of facilities not having enough available land for expansion and diversification of sporting codes, even if enough funding becomes available for expansion. Cogmanskloof, Zolani, King Edward and McGregor Sports Grounds are examples of this.

Currently, there is a lack of forward planning for addressing the needs of the sporting fraternity in terms of facility upgrading, diversification of codes and expansion of the existing facilities. In order to properly plan for the future needs of the communities, it is paramount that empirical information such as the national statistics (Census 2011) and the IDP of the municipality, that will guide future planning of sporting facilities, be taken into consideration. This should form part of a master plan for facility development and maintenance.

5.2.4 OPERATIONAL RESOURCES

As Table 5.2 shows regarding staff at the various facilities, it is evident that in some cases there is no staff at facilities and in others there is staff members that only open and lock up the facilities and ensure that the ablutions and cloakrooms are clean. It has also been demonstrated that, in the majority of cases, the municipality do not have staff with the right technical skills to maintain the sport facilities properly nor the funds to budget properly for maintenance, new equipment or to upgrade sport facilities. Funds for upgrading works must

come from the budget and applications to the Municipal Infrastructure Grant (MIG). Specialist knowledge on maintenance of turf cricket pitches is also very limited.

Currently, there are only two (2) caretakers who have been appointed at Callie De Wet and the Van Zyl Street Sports Grounds, which impacts on the operational services at facilities, especially when preparation must be done for events. According to Cengage (2007:21), “an organization’s operations function is concerned with getting things done; producing goods and/or services for customers. An organization’s operations are strategically important precisely because most organizational activity comprises the day-to-day activities within the operations function”.

5.2.5 VANDALISM

The European Conference of Ministers of Transport Report (2002:41) describes vandals “in a much broader sense as the defacement or destruction of private or public property and the immediate impact of vandalism is its direct financial impact: in the short term, it requires spending money on protecting, repairing and maintaining assets or on guards and surveillance”. Report B5239 to the Portfolio Committee (2017:3) of the Directorate: Community Services of the Langeberg Municipality indicates how vandalism took place during the month. Incidents were reported to the South African Police Services (SAPS) and the Asset Department of the municipality for insurance purposes.

Vandalism is on the rise in the municipal area. Some indications are that vandals are damaging facilities for pure pleasure because of the non-existence of safety measures to safeguard property. Vandalism also occurs during the night by youth that use drugs, mainly ‘tik’ (crystal methamphetamine), and who want materials to sell for more of substances. Vibrecrete fences are also being damaged by making holes in them or removing the IBR sink plate’s extensions at sport facilities.

The swimming pool in Robertson North is a case in point. Other facilities, such as Van Zyl Sports Ground, Happy Valley Sports Ground and the King Edward Sports Ground, have been vandalised and items like copper pipes, light fittings, geysers and other materials that can be used as scrap, were stolen at night. In the majority of cases, there has also been damage to ceilings, burglar bars and roof structures. This has placed a huge strain on scarce resources and become a financial burden for the municipality.

5.3 PUBLIC LIBRARIES

According to the Constitution of the Republic of South Africa (RSA, 1996:142), Public Library Services is a Schedule 5(A) provincial legislative function or competence. The services include financial support of expenditures on buildings, equipment, books, enquiries for new books, quarterly stocktaking and staff at public libraries, and is maintained and sustained by local municipalities. LM currently has ten public libraries in the different towns and four fully operational rural libraries for the farming communities. The municipality is receiving two types of funding from Provincial Library Services: a conditional grant (CG) and the Municipal Replacement Fund (MRF). The conditional grant allows the municipality to appoint new staff and the MRF is used for the remuneration of existing staff, new upgrades and the building of new library facilities or projects. The below photographs show the successful construction of (1) the Nkqubela Library, and (2) the Ashbury libraries in Montagu, which were successfully completed in 2017.



1.

Figure 5.1: The Successful Construction the Nkqubela Library and the Ashbury Libraries

Sources: Langeberg Municipality 2013 and 2016 IDP profile.

According to the Western Cape Department of Cultural and Sports (2014:2), their strategic goal is “to develop, transform and promote sustainable library and archive services in the Western Cape which will contribute towards nation building, good governance, social inclusion, human capital development and sustainable economic growth and opportunities”. Through this strategic goal the municipality received funding from the Department to assist in job creation and appoint the unemployed youth in the area; and to purchase new technology, equipment and install new computers where members of the public can do internet research for jobs and tenders and learners can do research for

assignments. The fund also allows for the repair and upgrade of old buildings so that these libraries can be legally compliant, be accessible for the disabled members of the public and upgrade buildings to an acceptable level for members and public utilisation.

The LM Council Report A4309 (2016) successfully endorses the construction of the Ashbury Library in the Ashbury Community in Montagu for an amount of R6, 1m in 2016/2017 and a further approval of Council Report 2322 for the construction of a new library in the Nkqubela Community in Robertson for R4,2m in the 2012/13 financial year. Table 5.3 indicates how this financial contribution enables the municipality to make radical changes and in-roads into the lives of its citizens and the architectural beautification of buildings, facilities and how the installation of state of the art technology can make a difference to the municipality's image.

Table 5.3: Provincial Library Contribution from 2012/2018

FINANCIAL YEARS	CONDITIONAL GRANTS (received)	MUNICIPAL REPLACE FUNDS (amounts)	OPERATIONAL WORKS DONE	CAPITAL PROJECTS
2012/13	R2 963 000	R3 648 000	Repair buildings, replace doors and windows, building of ramps for the disabled, paving works, safety fencing, installing burglar bars, and gardening works.	Construction of the New Nkqubela Library and purchase equipment.
2013/14	R3 863 000	R4 674 000	Repair buildings, replace doors and windows, building of ramps for the disabled, paving works, safety fencing, installing burglar bars, and gardening works.	Purchase of equipment for each library. Install electronic book detectors at each library entrance.
2014/15	R1 949 000	R4 861 000	Repair buildings, replace doors and windows, building of ramps for the	Installation of new flat-screen TVs, air

FINANCIAL YEARS	CONDITIONAL GRANTS (received)	MUNICIPAL REPLACE FUNDS (amounts)	OPERATIONAL WORKS DONE	CAPITAL PROJECTS
			disabled, paving works, safety fencing, installing burglar bars, and gardening works.	conditioners, construct an activity room.
2015/16	R4 110 000	R5 200 000	Repair buildings, replace doors and windows, building of ramps for the disabled, paving works, safety fencing, installing burglar bars, and gardening works.	Purchase of equipment.
2016/17	R4 412 000	R5 397 000	Repair buildings, replace doors and windows, building of ramps for the disabled, paving works, safety fencing, installing burglar bars, and gardening works.	Construction of new Ashbury Library. Purchase of a new car.
2017/18	R4 700 000	R5 570 000	Appoint new staff	
TOTAL	R21 997 000	R29 350 00		

Source: Langeberg Municipality IDP (2017)

The provision of a public library function is core to the development of the municipal area. Investment will have high returns in the enhancement of the literacy and education levels of members, the users, learners, students, and the elderly and disabled people in the communities of Langeberg Municipality. Co-operation, co-responsibility, guidance and support by different stakeholders will contribute to a new era of co-ownership of libraries by communities. The researcher **believes** that drivers of change do not occur in isolation; therefore, holistic scenarios are required in order to explore their interrelationships and potential impact.

5.3.1 THUSONG SERVICE CENTRES

GCIS (2000) identify “Multi-Purpose Community Centres in South Africa as vehicles through which development communication activities can reach communities. It should be recognised that the development communication approach is wider than the multi-purpose community centre (MPCC) initiative and drives the service and information delivery approach used by a number of government departments. In the South African context, the development communication approach is expressed and enhanced through its connection with the following efforts:

- Universal Access: popularising the use of Information and Communication Technologies (ICTs)
- Alternative Service Delivery: efforts by government to deliver Services in a more innovative, effective and efficient way
- Batho Pele: an approach aimed at developing user-friendly public Services by focussing on the needs of the people who will receive the Services”.

The Thusong Service Program derives from the older concept of a multi-purpose community centre (MPCC). GCIS (2001:1), as cited by Rabali (2005:3), identifies multi-purpose community centres as the primary approach for the implementation of development communication and information programmes as they can serve as a base from which a wide range of services and products can reach communities. A further approach is the realisation by government that building an effective developmental state is a central objective of the current government in South Africa. A developmental state is pro-poor and must intervene decisively and coherently in economy and society to address social and economic developmental goals. These fundamentally include bridging the historical racial-based divide between the developed first economy and the underdeveloped second economy. (RSA 2011)

Levin (2005:1) states that research shows many people have difficulty accessing government services, often because transport costs are prohibitive. Some people are not even aware of the benefits and services to which they are entitled. To respond to these challenges it is necessary that government organises itself in such a way that many government services are concentrated in a single location, and that this be as close to people as possible.

According to the Modernisation Programme Blueprint (2006:6), the first phase of MPCCs arose out of the 1996 Communication Task Group (Comtask) Report, which recommended the establishment of MPCCs as a way to improve citizens' access to information across the country. Following this recommendation, Cabinet mandated the Government Communication and Information System (GCIS) to facilitate the establishment of a one-stop government centre (OSGC) in each district of the country. The aim of such centres would be to integrate government services into rural and under-served communities in urban areas, and to implement development and information strategies by empowering the poor and disadvantaged to become involved in programmes to improve their lives.

As part of government's commitment to create a better life for all, the following were identified as objectives for the first generation MPCCs:

- To identify community information and service needs.
- To provide access to integrated, cost-effective and responsive government information and services, particularly to those in rural areas.
- To provide government information to the public in a manner in which it can be used by people to improve their lives.
- To provide two-way communication between government and people.
- To improve community participation in government decision-making processes.
- To enhance co-operation amongst the three spheres of government in terms of delivery.
- To ensure the proper management and control of government resources.
- To enhance the provision of government services at community level.
- To provide access to, and use of, information and communication technologies.

(Modernisation Programme Blueprint 2006:7)

The first phase MPCCs thus sought to lay the basis for localised service delivery sites in each municipality (Public Commission Service Report, 2010:4). This approach gave rise to a second-generation integrated service delivery business plan that has been used as the basis for the objectives of the programme. The second-generation business plan lists six key results of the programme:

- Government services, such as pensions, social grants, health, education, passports, identity documents, libraries and the use of computers will be accessed in one integrated place.
- People from the community will be able to get the information they need through a single, integrated government site.
- People will not have to travel long distances to access government services and information.
- There will be better communication between government and the people.
- Thusong Service Centres will be for community events and democratic processes.

(Thusong 2006:7)

It is within this six-block business plan that the LM received funding of R9,5m to construct a Thusong Service Centre in Robertson. The Langeberg Thusong Centre, situated on the corner of Westley and Paddy Streets, Robertson, opened its doors to the community in September 2012.

Thusong Service Centres (TSC), formerly known as multi-purpose community centres, now bring government information and services closer to where people live. Various government departments visit the areas that do not have government offices and where people would otherwise have to travel long distances to Worcester to access the wide range of public services. The following services are now rendered at the Robertson Thusong Service Centre:

1. The Department of Social Development (DSD) is responsible for social development programs, community upliftment programmes, early childhood and youth development;
2. South Africa Security Service Agency (SASSA) assists with the old age pension, disability and children grants;
3. Department of Agriculture (DoA) provides agricultural support services and information with regards to farming development and training;
4. The Independent Electoral Commission (IEC) is responsible for registrations and free and fair elections;
5. A kiosk, bathrooms, restrooms, reception area and parking;

6. Cape Access provides free access to the internet and basic training to the community;
7. Adult Education and Training (AET) provides education and training for adults, offers opportunities for school leavers to complete their matric exams and provides skills and training to unemployed persons;
8. Western Cape Education Department (WCED) provides assistance to schools and for psychological issues;
9. The Housing Department of the municipality manages all housing applications and queries;
10. SA Child Welfare looks after children and their rights; and
11. The Department of Home Affairs (DHA) is responsible for issuing identification documents, passports, as well as marital and birth certificates.

These departments operate by their own hours, while the Thusong Centre operates weekdays from 08:00 to 16:30. The municipality runs this TCS with a subsidy and co-funding from the Western Cape Government. Below are pictures of the Robertson Thusong Service Centre, and the following chapter will give a broad description of the processes of constructing the Robertson TSC.





Figure 5.2: The Robertson Thusong Service Centre

Source: Langeberg Municipal Website and Communications Department (2012).

The above images show, from top left to bottom right: the TSC, and the areas of the IEC, SASSA, Home Affairs and Cape Access within the TSC.

5.4 FINANCIAL ASPECTS

According to the IDP (2017:27), one of the key objectives for LM is sound financial management, which means that expenditure will be managed in a way that enables the municipality to maintain the infrastructure to provide basic services to all citizens. Capital and operational projects that need full attention are those that have a direct influence on the lives of citizens in the municipal area and are linked with the IDP and the 2030 National Development Plan (NDP). Upgrading and the provision of adequate public assets is lower down the list, as the first priority of the municipality is to provide basic services like maintenance works on its structural civil infrastructure, required to deliver basic services such as water, electricity, sanitation etc.

Most of the budget of the municipality goes into capital and operational projects to ensure the outcomes of the above objectives provide better living conditions for its citizens, including through upgrades to works of water, electrical networks, timeous removal of refuse and sanitation (especially in informal settlements), waste management, continuous supply of basic electricity and clean water and beautification of residential areas. This is to comply with the constitutional mandate but also to avoid complaints or protests from residents, while a small portion of the budget goes to the maintenance of public assets.

5.5 CAPITAL BUDGET

Table 5.4 shows the uneven spending on capital projects for the provision of citizen's basic needs versus those of public assets. This budget reflects the huge backlogs from previous councils and is a work in progress for years to come in pursuit of the 2030 NDP outcomes.

Table 5.4: Capital Spending on Basic Services vs. Public Assets

CAPITAL SPENDING ON BASIC SERVICES COMPARE TO PUBLIC ASSETS			
FINANCIAL YEAR	CAPITAL ITEMS	AMOUNT	PUBLIC ASSETS
2013/14	Installation of services for housing projects, upgrading of sewerage, roads and streets, water systems, electrical works, and waste management.	R46 739 170.00	R1 086 000.00
2014/15	Installation of services for housing projects, upgrading of sewerage, roads and streets, water systems, electrical works, and waste management.	R48 229 960.00	R1 249 963.00
2015/16	Installation of services for housing projects, upgrading of sewerage, roads and streets, water systems, electrical works, and waste management.	R49 833 400.00	R1,5m

2016/17	Upgrading of sewerage, roads and streets, water systems, electrical works, and waste management.	R38 408 067.00	R6,5m (include funds to build the new Ashbury Library)
2017/18	Upgrading of sewerage, roads and streets, water systems, electrical works, and waste management.	R44 137 980.00	R25 897 380.00 (incl. funds for upgrading works at the Nkqubela (R11 859 480) and Van Zyl Street Sports Grounds (R13 157 900) from MIG Funding

Source: Langeberg Municipality Financial Year Budget Books (2013-2018).

From the above, it is clear that a policy framework is much needed in the municipality to maintain and manage municipal public facilities. Too much is at stake with regard to the spending patterns of the municipality. The lack of involvement of users and communities in taking up the challenge of empowerment for efforts of co-responsibility and to bring back pride and trust towards public assets speaks to a whole awareness and educational program that the municipality and role-players must undertake to change people's attitudes and mind-sets around public facilities as an important community asset.

Opportunities exist to identify structures that can assist both the municipality and nearby communities to enter into partnerships with each other. If external support is there to avail funds on basic services while the municipality struggles to get a grip on vandalism that brings huge expenditures, the challenge remains that equal or alternative investment is needed to get public assets to an acceptable standard of upgrading and utilisation.

5.5.1 CASE STUDY 1: VANDALISM AT THE VARIOUS SPORTS GROUNDS IN THE LANGEBERG MUNICIPALITY

The European Conference of Ministers of Transport Report (2002:41) sees vandalism in a much broader sense, as the defacement or destruction of private or public property.

In LM the immediate impact of vandalism on the municipality was in the beginning of 2016 when all staff members returned from leave to find the Van Zyl Street sports field damaged. This coincided with the beginning of the year when facilities needed to be prepared for athletics, school and rugby practices for clubs. In four in-depth interviews with eyewitnesses, the researcher was able to piece together the events that took place. There

had been a number of attempts to loot and vandalise the Van Zyl Street Sports Grounds without much success but on this particular occasion the caretaker's house, cloakrooms and ablution facilities were vandalised. Everything within the establishments, such as electrical cables, geysers, copper wire, shower taps, toilet pots, doors, windows and burglar bars were stolen. The clubhouse, ablution and cloakrooms were severely damaged and only the concrete structure of the clubhouse was left. The cost of the damage amounted to approximately R350 000, funds that could have been diverted to either maintain or improve other facilities.

The municipality gained approval to appoint security staff from the Extended Public Works Program (EPWP) to secure and guard the property. Due to the security that was employed, and to avoid further expenditures, an instruction went out to not repair major damage to works at the facility but to instead conduct basic reparation works to get the facility ready for the rugby league games. The following photos illustrate the levels of vandalism and damage that took place on various sport facilities during the 2016 year.



Figure 5.3: Vandalism to the Caretaker House at the Van Zyl Street Sports Ground



Figure 5.4: Vandalism to the Clubhouse at the Van Zyl Street Sports Ground



Figure 5.5: Vandalism to the Cloak rooms and Ablution Facilities at th Van Zyl Street Sports Ground)



Figure 5.6: Vandalism to the Swimming Pool in the Predominantly Coloured Community of Robertson in 2015, which are still being repaired



Figure 5.7: Removal of Zink Fencing at the Happy Valley Sports Ground



Figure 5.8: Derby Game at the Van Zyl Street Sports Ground while the facility is at risk

However, while vandalism has been taking place since February 2015, the clubs, schools and the community still wish to use the facility for rugby games. Despite inadequate parking and seats, vandalised ablution and cloakroom facilities, unfavourable and unsafe usage and playing conditions, the community and clubs are attached to this facility. The location hosts huge club games, which forces the municipality to restore security at the facility and apply for funding to upgrade the Van Zyl Street Sports Ground.

An application for a Municipal Infrastructure Grant (MIG) for an amount of R15m was registered at Sport and Recreation South Africa (SRSA), CoGTA and endorsed by the Department of Culture and Sport (DCAS). The MIG office oversees the process of assessment, appraisal and the awarding of the project to municipalities.

A Final Pre-Appraisal Visit Report (2017:3), as shown in Table 5.5, was submitted to urge the MIG Office to urgently intervene and fund the upgrading of the Van Zyl Street sports field to an acceptable standard of usage. According to Van Rooyen (2017:8), the MIG annual allocations over the 2017 MTEF “includes an amount of R900 million, which is allocated outside of the grant formula and earmarked for specific sport infrastructure projects identified by Sport and Recreation South Africa”. This is where municipalities can benefit from MIG funds.

Table 5.5: Projects and Cost Estimates for Upgrading Works at the Van Zyl Street Sports Field

DESCRIPTION	COST ESTIMATE
1. Re-shaping and re-grassing of the rugby A-field	R1 500 000.00
2. Automated irrigation and fertiliser system for all sports fields	R1 000 000.00
3. Tartan athletic track	R6 100 000.00
4. Boundary wall to reinforce priority security risk areas	R1 000 000.00
5. Refurbish of netball and tennis courts	R1 000 000.00
6. Replace existing perimeter/spectator fence around rugby pitch (1.2m height)	R300 000.00
7. Cricket pitch and practise nets	R700 000.00

8. Refurbishing of changing rooms, ablution facilities, store rooms	R900 000.00
Total Construction Cost	R12 500 000.00
Contingencies (10%)	R1 250 000.00
Professional fees (9,1%)	R1 250 000.00
Sub Total	R15 000 000.00
VAT	R2 100 000.00
Total Cost	R17 100 000.00

Source: MIG: Pre-Appraisal Visit Report (2017).

The researcher is of the view that this funding can be seen as a turnaround initiative to advance both the assets of the municipality, turn a possible risk into an opportunity and to strengthen relationships between the municipality and end users. These funds came at a critical time where the municipality did not have enough money to upgrade facilities and needed urgent intervention.

In the case of the vandalised swimming pool in Robertson North, which is located in a predominantly dominantly coloured community, the pool was in operation two years ago and was vandalised to the degree that there were virtually no structures left. The community must now walk long distances to another swimming pool in a formerly traditionally white community. The same community is now demanding that a swimming pool be re-built, which will amount to over R7 million.

Vandalism also occurred at the Happy Valley Sports Ground in Bonnievale where sink plates were removed from the facility overnight. This was driven by housing needs as people collect sink plates to build shacks or structures. The facility needs to be protected from unauthorised access through the sink plate fencing, but with the removal of these sink plates the facility becomes a risk for the municipality.

Vandalism at the Van Zyl Street Sports Ground took place during the night as youths damaged and demolished items, equipment and structures of facilities and sold these to buy the drug, *tik*. The community of Robertson has high levels of unemployment and people close to the facility live in a poverty-stricken area, which makes this facility vulnerable.

5.5.2 CASE STUDY 2: A MULTI-STAKEHOLDER PROCESS: PROVINCIAL JOINT PLANNING INITIATIVE TO IMPROVE THUSONG SERVICE CENTRES

The establishment of a Thusong Service Centre was based on the four ‘co’s of the co-production star, as described by Government International (2014). Co-commission took place via the involvement of communities through the IDP and participatory budget processes, whereby citizens can air their views about services that they need. Government, the municipality and the communities co-assess and review their services and prioritise budgets to plan for the needs of the citizens. Along with officials, professionals and communities they co-design the multi-stakeholder process, the plans of the building (Thusong Service Centre), the services at the centre and their website, and co-deliver on the end product by transferring the asset to the municipality. Government Communication and Information System (GCIS) do the marketing in the communities for the Thusong Centre.

An integral part of the empirical research was the researcher’s direct involvement in the successful multi-stakeholder process of the construction and establishment of a TSC for Robertson in the LM. This can be seen as an innovative initiative from stakeholders and experts from the Western Cape provincial governments, engineers from the municipality and the community. The researcher’s involvement was in a leadership role, whereby he drove and coordinated stakeholder meetings with the government departments, community and municipality according to the community needs identified at the IDP Imbizos (public participation meetings).

The Western Cape Government identified the Joint Planning Initiative (JPI) as a tool to address this issue, and sector departments and municipalities met in 2009 to discuss municipal challenges on a local level, and to plan and find ways and means to address municipal and community needs. This process proceeded as follows:

- The lead department coordinated the programme and sent the list of challenges along with an invitation to a local municipal Joint Planning Initiative (JPI) to facilitate an integrated service delivery planning process for TSCs to all sector departments.

- Projects were then included in the WC Provincial Growth and Development Plan to ensure that sector departments prioritised these initiatives as collectively identified and planned, including resource motivations.
- These initiatives were also linked to the Integrated Development Plan (IDP) of the municipalities for them to do proper planning with regard to their spatial development and budgeting processes.
- Funds were made available from the Provincial Department of Local Government for the TSC, located in Robertson.
- LM received funding to build a TSC in 2009. The project will last for three (3) years, as funding becomes available in a three-year cycle.
- LM budgeted for the major operational expenditures for the TSC and received subsidies from the Department of Local Government (Langeberg Municipality. 2017).

The Joint Planning Initiative aims to facilitate and achieve joint planning and delivery of the National Development Plan (Vision 2030), One-Cape 2040, the five-year Medium Term Strategic Framework, the five-year Provincial Strategic Plan and municipal Integrated Development Plans. A multi-stakeholder process was followed to conduct the planning and meetings (2014-2019).



Figure 5.9: Case Study – JPI Outcomes

Seven game changers were identified from the strategic goals. Game changers centre on particular, intractable problems and opportunities that need bold, innovative solutions. They should bring about transformative change that citizens can see and feel.

These game changers are based on the six-block model, through which government expects stakeholders at TSCs to be included for effective service delivery. Municipalities must facilitate the processes to get communities involved with the identification of services that can be rendered at a TSC. All of the above departments and agencies were occupants at the Robertson TSC and are supportive of the following challenge and vision:

The One Cape 2040 challenge is: “Creating a resilient, inclusive and competitive Western Cape with higher rates of employment, producing growing incomes, greater equality and an improved quality of life.”

The One Cape 2040 vision is: “A highly-skilled, innovation-driven, resource-efficient, connected, high opportunity and collaborative society”. It is within this challenge and vision that the Robertson TCS delivers services that can advance the life of its citizens.

5.6 APPLICATION OF MULTI-STAKEHOLDER PROCESSES

According to Woodhill (2004:2), “particular emphasis is put on the processes and methodologies which can be employed to improve the quality of reflection and learning by individuals, organisations, communities and societies”. Hemmati (2002:209) refers to “a multi-stakeholder process as unique to its issue, scope, objectives, participants, resources and a goal, therefore it’s critical to get it right, the first time. It’s a process that seeks collaboration with stakeholders and creating of partnerships in order to achieve a common goal, which benefits all. It includes a design which carefully thinks through linking of official decision making by means of ensuring that stakeholders have the powers to make decisions on behalf of their department”. Diagram 4.1 outlines the multi-stakeholder process (MSP) that LM follows, as well as the process conducted to achieve a common goal.

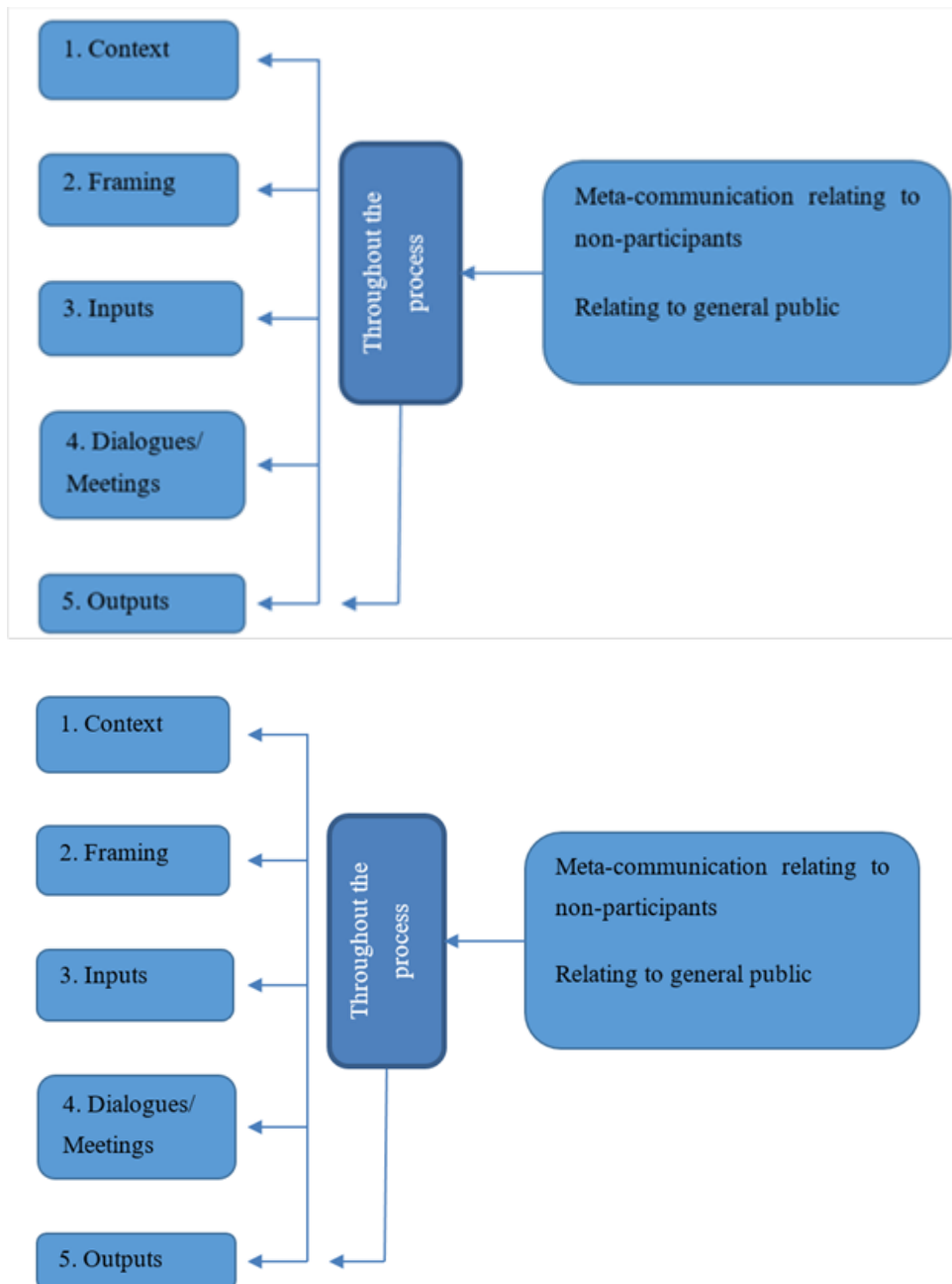


Diagram 4.1: Multi-Stakeholder Process

5.6.1 CONTEXT

This phase speaks to the planning of the multi-stakeholder initiative in Robertson for the establishment of a Thusong Service Centre.

5.6.2 PROCESS DESIGN

The Western Cape Government formulated the idea of using the national government concept of Thusong Service Centres as integrated service centres where people in poor and rural areas can have easily access to government services that can enrich and improve their lives. The different spheres of government came together and exchanged ideas and resources to assist each other in this process. Through this practise, municipalities identify their needs in the communities and align these with their IDPs. LM applied for funding and, if approved, they can start with the process of engagement. The most important mechanism is to start building trust. The group must know from the onset that to opt for the best design, they need commitment to the process and to have credibility, legitimacy and trust. Procedures should be designed to ensure democracy, equity, mutual respect, transparency, legitimacy, accountability and inclusiveness in order for the process to benefit from diversity, generate mutual understanding, creative outcomes, win-win solutions and encourage commitment. (Langeberg Municipality 2015/16: 26)

5.6.3 LINKAGE INTO OFFICIAL DECISION MAKING

The identification of participants that are able and willing to make decisions can make a difference and influence departmental budgets. This information should be captured in the IDPs.

5.6.4 ISSUE IDENTIFICATION

Municipal IDPs and socio-economic profiles of municipal areas were used to inform discussions and to set the scene for all participants so that they could address these challenges together in order to find a common solution to municipal issues.

5.6.5 STAKEHOLDER IDENTIFICATION

The needs assessments and programmes are used to identify stakeholders in line with their core functions, which must be part of the initiative. Stakeholders are informed prior to these engagements so that they are well prepared and can conduct research in advance.

5.6.6 PARTICIPANT IDENTIFICATION

Each department had the opportunity to identify participants to attend the engagement and a mandate was given to make decisions and assist the municipality with implementing their MSP.

5.6.7 FACILITATION BACK-UP

The Thusong Service Centre resides under the Department of Social Development, which is responsible for chairing the engagements/meetings and facilitating breakaways groups (identified beforehand) to ensure that the centre operates according to plan.

5.6.8 FUNDING

The Department of Social Development, the Office of the Premier and sector departments made provision in their budgets to fund the initiative

5.6.9 FRAMING

This phase of the process made provisions for how the initiative was to be implemented during the actual engagement, and identified those who will be part of the commissions, and who will facilitate and report back to the bigger group.

5.6.10 GROUP COMPOSITION

The groups were established in line with their core competencies and functions. This took into consideration the expertise of group members and the value they can add to the group.

5.6.11 SETTING GOALS

This phase includes the use of the commission to agree on a desired outcome by setting goals for the group and the community, and implementation.

5.6.12 SETTING THE AGENDA

Setting goals that suited all participants was crucial in this phase, as well as deciding how these would be achieved. This referred to the game changers that would have a catalytic effect on the municipal area.

5.6.13 INPUTS

This phase outlined the investment by all participants, as well as the processes and procedures that will be used to reach their common goal.

5.6.14 SETTING THE TIMETABLE

The timetable was based on consultations and agreement amongst participants.

5.6.15 PREPARATION

Clarity was provided for the group during the engagement, and all participants found solutions to prepare according to their planning..

5.6.16 GROUND RULES FOR STAKEHOLDER COMMUNICATION

Ground rules were set to ensure effective communication, relationships are strengthened and, ultimately, the success of the initiative. These rules were clearly communicated, making it a constructive environment in which to plan.

5.6.17 POWER GAPS

The identified stakeholders participated on an equal level of representation and management from their respective departments to enable strategic planning and a decisive engagement, these commitments were recorded and monitored by the relevant departments.

5.6.18 CAPACITY BUILDING FOR PARTICIPATION

The engagement was designed to enable participants to express their views as a department and also to provide clarity on an issue so that all group members can understand the municipal context.

5.6.19 DIALOGUE/MEETINGS

This phase made provision for effective communication, facilitation, reporting and decision-making.

5.6.20 COMMUNICATION CHANNELS

Communication channels were utilised to create a space where all participants can plan together.

5.6.21 FACILITATING/CHAIRING

A senior official chaired the MSP and each commission had a facilitator and a scribe who captured all inputs and recommendations.

5.6.22 REPORTING

Recommendations were captured and the responsible team prepared a presentation for the commissions.

5.6.23 DECISION-MAKING

Information was then captured in the Integrated Service Delivery Blueprint and categorised into short-, medium- and long-term initiatives.

5.7 CLOSURE

These findings, recommendations and implementations were presented at the Premiers Coordinating Forum.

5.8 OUTPUTS

This phase further strengthened relationships, planning and coordinates the implementation of the Western Cape Provincial Strategic Plan (WCPSP) and One Cape Vision 2040.

5.8.1 DOCUMENTATION

The WCPSP is the first output of the JPI and agreements between the sector departments. It is signed by all stakeholders and is the first step to improving integrated service delivery planning of government.

5.8.2 IMPLEMENTATION

Implementation is now in progress as the plan has been approved by the Western Cape Government and will be monitored and evaluated by all stakeholders.

5.8.3 IMPACTING OFFICIAL DECISION-MAKING

This plan must inform decision-makers and, if it is implemented as agreed upon, it will be a true reflection of integrated service delivery planning.

5.9 ONGOING MULTI-STAKEHOLDER PROCESSES

Progress will be monitored and the process will be reviewed on an annual basis as part of the municipal integrated development process.

5.10 EVALUATION OF THE JOINT PLANNING INITIATIVE AT THE ROBERTSON THUSONG SERVICE CENTRE

As the researcher was present throughout the process as an active participant his notes and observations point out that the Western Cape Government played a strategic role by formulating the vision to achieve integrated development planning and deviating from centralised planning in a successful way:

- Decision-making was addressed by inviting Heads of Departments (HODs) to the JPI. These HODs are able to make decisions as they are not junior officials, who are prohibited to make decisions;
- Stakeholder identification was done in accordance with municipal initiatives that were communicated prior to engagement to ensure that the right stakeholders partook in JPI;
- The Department of Local Government (DLG) had the resources to coordinate the multi-stakeholder process and the premier lobbied political buy-in through Progressive Citizens' Forums (minister, mayors, speakers and municipal and provincial officials);
- Relationships between stakeholders improved through transparency, empowerment and building trust;
- Consensus was reached between stakeholders regarding the identified game changers, commitment and resolutions;
- Most targets were met but the success of the process will only be measured over a period of time;

- All sector departments at the Robertson TSC signed a Memorandum of Understanding (MOU) with the municipality;
- Staff was appointed by the municipality according to job descriptions of the municipality; and
- Agreements were signed for sector departments to pay their monthly municipal services and rent on time or they will have their services cut off.

5.10 THE IMPACT OF THE CO-PRODUCTION ACTION THROUGH PUBLIC SERVICES

“Co-production of public services means professionals and citizens making better use of each other’s assets, resources, and contributions to achieve better outcomes or improved efficiency” (Government International, 2014). Figure 5.11 shows the co-production star for citizen involvement at the Thusong Service Centre in Robertson.



Figure 5.10: Co-Production Star for Citizen Involvement at the Thusong Service Centre in Robertson

Source: Government International (2014).

5.12 THE CONSTRAINTS OF SMART GOVERNANCE IN A TURNAROUND STRATEGY

As with all turnaround strategies, new theories and approaches that continually change the face of public administration remain a challenge. Countries in the first and third worlds experience huge problems in converting their current public administration into a Smart

Governance activity that can create turnaround in their approach and thinking.(Nasi 2016:4)



Figure 5.11: Differentiated Approach to a Turnaround Strategy

Source: Presentation delivered by Prof. Greta Nasi (2016).

Governance is the process of governing, in both the public and the private sectors and this is done by laws, rules or regulations. It is rooted on decision making process and interaction of stakeholders and role players within a particular environment dealing with collective problems or challenges facing formal institutions (Bevir 2013:3-4).

It is guided by norms and laws that lead to accountable and transparent actions at all levels (Hufty 2011:403)

According to Nasi (2016:38), the “ideal situation is that if countries invest in a Smart Governance approach, they will ultimately invest in a smart environment, smart mobility, smart economy, smart people and smart living”, bearing in mind that ‘one size does not fit all’, as illustrated by Figure 5.12 above. It should also be considered that the following constraints could jeopardise the Smart Governance approach when creating that turnaround:

- A Smart Governance initiative is not only an innovation driver but also an effort to manage risks of innovation.

- Common constraints include poor planning, a weak business case, lack of top management support, lack of leadership, lack of professional skills, misalignment between organisational goals and project objectives.
- Corruption, fraud and criminal activities in the public sector scare investment opportunities;
- State capturing of certain state enterprises by the use of family influence and friends in power positions.
- Appointment of incompetent and inexperienced public officials in positions of decision-making;
- Financial and economic uncertainty caused by government institutions, including the case of the former Minister of Finance (Myburgh & Serrao, 2017) and the downgrade of the country's financial status;
- Budgetary constraints at national, provincial and local levels.
- The migration of people from other countries to South Africa and from provinces in South Africa and the ever-increasing population.
- The world economic recession that has an influence on oil, commodities, sustainability of energy, jobs and food security.
- Political uncertainty where political parties take over a government during an election.
- The security and safety threats to the lives of tourists and people in a particular country due to terror groups (e.g. ISIS); and
- Cuts in public sector spending due to the 2008 global recession.

(Bertot, et al., 2012:81-82; Chourabi et.al. 2012:2293)

These attitudes became evident in almost all interviews conducted in this research. It was interesting that all categories of interviewees shared similar ideas and showed knowledge of the realities of the situation in the municipality.

5.13 MONITORING AND EVALUATION

According to the United Nations Development Programme Handbook (UNDP 2009:7) “good planning, [when] combined with effective monitoring and evaluation, can play a major role in enhancing the effectiveness of development programmes and projects. Good

planning helps us focus on the results that matter, while monitoring and evaluation help us learn from past successes and challenges and inform decision making so that current and future initiatives are better able to improve people's lives and expand their choices".

The UNDP Handbook defines "monitoring as the on-going process by which stakeholders obtain regular feedback on the progress being made towards achieving their goals and objectives" (UNDP Handbook 2009:8).

Evaluation is "a rigorous and independent assessment of either completed or on-going activities to determine the extent to which they are achieving stated objectives and contributing to decision making. Evaluations, like monitoring, can apply to many things, including an activity, project, programme, strategy, policy, topic, theme, sector or organization." (UNDP Handbook, 2009:8). Effective monitoring and evaluation will assist the research in a thorough assessment process for a successful turnaround. The present research demonstrates that the successful management of assets within the municipality lies in how effectively the municipality's maintenance and security programmes are monitored by learning from past mistakes and challenges in order to improve on the objectives of the municipality.

The above describe the expression, planning and implementation of an empirical project where the researcher participated actively via integrated service delivery in the Thusong Service Centre. This can be seen as a successful 'Smart Governance' tool as it strengthens inter-governmental relationships; enhancing partnerships with business and communities in making a greater impact at local levels and it provide a collective planning process at a level of decision-making. It promotes inclusiveness, participation and transformation of local communities in the form of co-production, which will strengthen the relationship between government and communities and at the same time build mutual trust.

The debates amongst all participating stakeholders and role players in the context of policy processes, as well as the implementation of decisions, show the significance of Smart Governance as a tool to enhance public service delivery. They also pointed to recognition of the limits of the state and the reality that the unity, coordination and cooperation of state entities and institutions, civil society and all communities are of key importance if those

outcomes are to be achieved. As Loeffler, et al. (2008) state, “If you want to walk fast, travel alone: if you want to walk far, travel together”.

5.14 THE SIGNIFICANCE OF SMART PUBLIC GOVERNANCE IN THE PUBLIC ASSETS SERVICE DELIVERY FRAMEWORK

The present research has shown that that municipal public assets play a very significant role in contributing to changes in society and communities. It is important that lessons from good global practises should also be considered at a local level.

During the interviews undertaken in the context of this project, the majority of the respondents agreed that things have radically changed for the better in the 23 years of democracy, despite the fact that there have been problems in the prices charged for public facilities and that weaknesses in the municipality have led to vandalism.

Interviewers believed strongly that there was a need for unity, but also a new approach by the political and administrative leadership of the municipality that would take into account new ideas, plans and designs guided by new strategies that could rectify the existing problems of high prices, vandalism and poor building infrastructure.

In response to such attitudes Alberti (2014:8) asks the question “what kind of governance can allow for more sustainable solutions?” and came to the conclusion that “knowledge networks increase in scope and range, social media reshapes the way people communicate, information is readily available 24/7 and the development of challenges (including economic, social and environmental) are increasingly inter-twined and complex”.

The attitudes expressed above by the project’s respondents illustrate their basic knowledge that their municipality’s public assets operate within the framework of public administration and their crucial importance for the lives of the community.

Laws such as the Reservation of Separate Amenities Act (No. 49 of 1953), which enforced segregation of all public facilities, including buildings and transport in order to limit contact between the different races in South Africa have been replaced.

The crisis in the welfare state and the weaknesses of state bureaucracy in South Africa, has led to the search for alternative ways of organising and managing public services and

redefining the role of the state, hence the need for adoption of new governance innovative approaches (Batley & Larbi, 2004:31, 40).

The need for a new paradigm shift to innovative governance became evident in the interviews with the political and administrative leaderships of the municipality who bemoaned challenges relating to human resources capacity as one of the biggest municipal challenges.

The belief that amongst the key needs of the community the sustainability of stable facilities that could operate as efficiently and effectively as a successful private business was evident. For success, the communities' complete cooperation was an imperative.

Koppenjan (2012:32) wrote that "New Public Governance (NPG) is an empirical and normative theoretical perspective that acknowledges the importance of interaction as central coordinating principles in multi-actor settings, as ways of realising integrated and committed public service delivery".

This means that an interaction-oriented governance structure that enables and motivates service providers to balance effectiveness, transparency, quality and integration is the key to success.

All respondents believed that success and sustainability ought to be based on integrated services and actions at all layers of governance.

The key players in this integrated process are the democratically elected municipal councillors those in the position of the higher level of decision-making.

There was a feeling amongst the community groups that there are cases where councillors forget that they are the body that make decisions and then blame the administrators leading to problematic relations between the two.

The administrative component of the municipality pinpointed the dilemmas facing them, as well as the politicians in regard to management of key elements of a successful turnaround strategy.

LM open up access to funds to secure the facilities with the appointment of security staff from the EPWP grants and also their engagements with government for MIG funds to upgrade facilities.

The community members involved in sports also noted that the facilities have become overcrowded and over-utilised and felt that the municipality must look at vacant spaces/land that exist at no-fees schools and find ways to partner with these schools to minimise the usage of municipal facilities.

One of the key issues raised by the interviewees in all groups was that the municipality does not have funds for new facilities except in cases where their applications to MIG are successful and this is a key element for their further development because of vandalism.

These situations have been exacerbated because the municipality's housing challenges are on the rise and the numbers of backyard dwellers grow by the day, which means that some of them unlawfully collect their own material from nearby facilities like public assets. Respondents have also commented on the absence of suitable access for the disabled and elderly when they visit the facilities.

It was also recorded that there is no proper access and that bathroom facilities in some of the assets are inadequate. Older people walk long distances to the municipal offices in town to pay their bills, while such a service could be rendered at community halls.

During the interviews with politicians and administrators it became evident that the municipal budget was inadequate each year in terms of upgrading works at all facilities used by citizens. Hence, there is a backlog in reparation works at all the facilities.

The municipality allows free use of programmes at facilities by the elderly, which shows that the municipality exercises its social responsibility towards the senior and disabled citizens of the municipal area.

.At the interviews, the leadership of the municipality pinpointed that there is an overall acknowledgement of the existing state of affairs of the community facilities, as well as the shortcomings and challenges that government departments face when they visit communities in the area.

This is the context where the reality of Smart Governance (SG) can become a key element of success in turnaround processes. Smart government has to cope with: (a) complexity and (b) uncertainty, and by so doing, has to (c) build competencies, and (d) achieve resilience. All of these elements have been mentioned in the interviews.

In this sense it can be said that the two concepts of Smart Governance and Smart Government have only been rudimentarily developed. While the former has recently caught some academic attention along with some foundational theoretical treatment, the latter has not been conceptually developed although component elements, such as openness and transparency of government decision-making and actions, open information sharing, stakeholder participation and collaboration, and leveraging government operations and services have been analysed. ” (Scholl & Scholl, 2014:166).

While, as Batley and Larbi (2004:53) have shown, “best practises indicate improvements”, the approach to municipal assets in a global content as a Smart Governance tool can be introduced to cope with this new reality, a new paradigm, and a new conceptualisation of service delivery.

This paradigm will be based on the already expressed opinion of all municipal stakeholders and role players pinpointing the significance of the public assets’ core public value. Moore (1995:47) suggests that public value can be conceptualised “partly in terms of the satisfaction of individuals who enjoy desirable outcomes, and partly in terms of the satisfactions of citizens who have seen a collective need, fashioned a public response to that need, and thereby participated in the construction of a community”.

Value-add in the public sector typically has several dimensions, such as user value; value to wider groups affected; social value; environmental value; and political value (support to democratic process, e.g.) through co-planning of services with users and other stakeholders.

Bovaird and Loeffler (2012:1119), on the other hand, define public value in the sense that, “user and community co-production has always been important, but rarely noticed”. However, there has recently been a movement towards seeing co-production as a key driver for improving publicly valued outcomes, e.g. through triggering behaviour change and preventing future problems”.

A group of respondents portrayed attitudes that evidently supported the continuous use of public assets without acknowledging the real essence and meaning of their public value for the whole community. In addition, a number of respondents in the sports fraternity who use the facilities are not prepared to assist actively the maintenance and further development of the facilities.

Although this group of interviewees administer and organise sports at poor and inadequate facilities, they still manage to provide excellent performances for local players and youth at the few existing sport fields available. They are dependent on the municipality to provide sport facilities for them.

Rugby is the main sport played in the Langeberg Municipal area and the Saturday games create a sense of social cohesion between different groups. However there are no ablution facilities on the grounds and some are in a bad state due to vandalism. Children visit the facilities during the week without supervision, so the risk is there for them to injure themselves. Substance abuse of tik is also taking over in the communities and the main victims are the youth.

The representatives of sport clubs, clearly indicated that they were not prepared to get actively involved or participate /engage with the municipalities' 'turnaround strategy'. They openly showed negligence and lack of cooperation or engagement in co-management of sport facilities. These interviewees' thinking is that these facilities belong to the municipality and they are not part owners as the citizens and ratepayers.

However, after vandalism strikes at the facilities club members begin to realise that they are the main users of these facilities and that they have a sense of responsibility. The municipality is now in a process to establish facility management committees with the users of the facilities.

It has been established that citizens are only willing to co-produce in a relatively narrow range of activities that are genuinely important to them and are keen that their co-production effort is not wasted by public agencies.

Gasco-Hernandez and Fernandes-Ple (2014:1) state "public organizations are embarking on open government initiatives, pursuing transparency, public participation and

collaboration, and are working to redefine their relationships with citizens and with each other”.

Government departments render services to communities and there were complaints during interviews ranging from bad access to facilities to inadequate facilities. The staff of these departments work with people from all walks of life and a variety of age groups. They bring programmes to communities, including on early childhood development, substance abuse and golden games training for the elderly.

There are greater needs at some facilities, e.g. not enough bathrooms to accommodate people during programmes. There are also no emergency or trauma rooms for any contingency.

Community halls, sport facilities and especially libraries are not disabled-friendly. People find it difficult to access facilities and no braille equipment/materials or spaces exist for readers who are visually impaired. The respondents from B-municipalities in the Cape Winelands District municipal area have indicated clearly that they have experience the same challenges as the one under investigation.

It has been evident that a number of municipalities are more advanced than others because their facilities are better kept and substantially more developed but there is the perpetual problem in all, communities do not want to take ownership of facilities.

This, according to the interviewers, stems from the fact that municipal managers have discretion to provide free use to disadvantaged groups. Some of these facilities are located in poor areas, with high unemployment and high levels of criminal activities. Municipalities give extra attention to those facilities and communities. Municipalities conduct daily checks on facilities and try to repair these as quickly as possible.

Municipalities differ in size, approaches, and strategies, while they are aware that the interpretation and execution of laws is applicable to all of them. The Smart Governance approach is rooted in open government initiatives, and pursues transparency, public participation, collaboration and partnerships.

The diagram below identifies a model of Smart Governance that includes all ingredients pinpointed by the project's interviewees as key elements of a successful turnaround strategy.

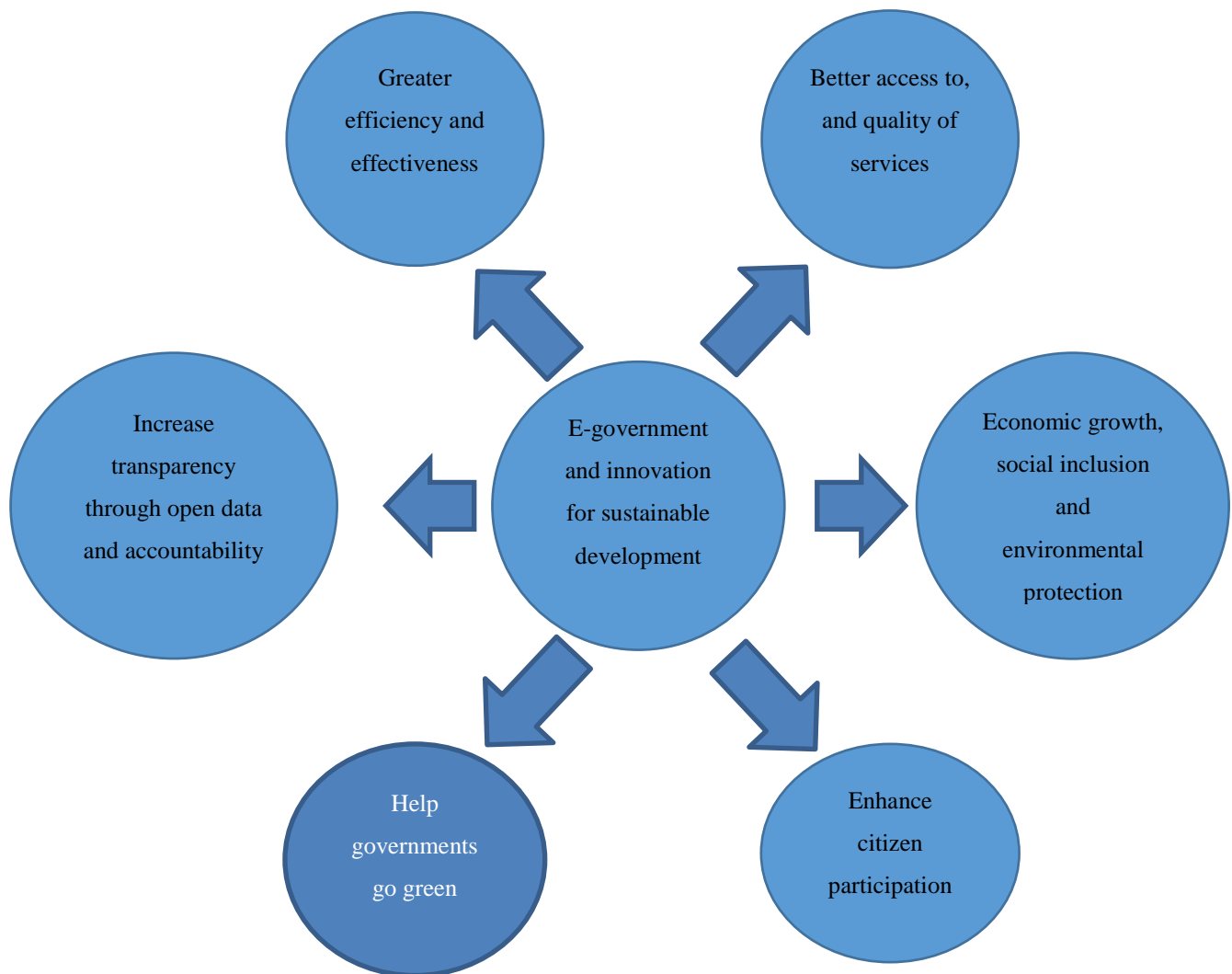


Diagram 5.1: Smart Governance Model

Source: Workshop on Smart Governance and Innovation for Sustainable Development (Alberti, 2014).

According to Alberti (2013:7), if the “challenges are cross-cutting and require holistic responses, innovation should not only be seen as a single practice, but as a process to transform government as a whole to better respond to its citizens’ needs and aspirations”.

The interviews with key representatives of the municipalities underlined the reality that B-municipalities in the Cape Winelands District Municipal Area experience the same challenges of Langeberg Municipality. This means that the strategy for an inclusive communication to all stakeholders is almost the same while budget and tariffs may differ.

Inevitably resources and the lack thereof will always be a challenge as municipalities grow by the day. However, the interviews indicated that there is openness and a willingness to work together through in-governmental relations by sharing ideas and exchange plans to curb vandalism and how to deal with issue related to service delivery at community facilities.

According to Brynard (2005:18), “governments may have the most logical policy imaginable but if those responsible for carrying out the policy are unwilling or unable to do so, little will happen”. Commitment, according to Brynard (2005:19), “will be influenced by four variables which is content, capacity, context, clients and coalitions. Those interested according to the author in effective implementation cannot afford to ignore any of these linkages and are best advised to identify the ones most appropriate to ‘fix’ particular implementation processes”.

The researcher sees the success of the turnaround strategy in turning the negative to positive lying in the content that one gives to the strategy, the capacity to execute the strategy, the context in which it will take place, and the clients and coalitions as users and partners that will be on board to participate and commit themselves towards the end goal.

There was a general agreement amongst the interviewees that there is a need to establish sport structures at sport facilities, facility committees for those that stay close to a community hall, Friends of Libraries for all members that belongs to a library and a facility management committee for all stakeholders at the Thusong Service Centre as these are important structures that can assist the implementation of a successful turnaround strategy.

The municipality, together with the Department of Community Facilities where the function of these facilities reside, will have to be part of this structures to monitor, evaluate, assist and engage in decision-making to the benefit of both the municipality and the community. Community members who wish to become more involved with the establishing of structures at these facilities educate their fellow community members as to

their own responsibilities and obligations. The role of civil society will be defined and civil society need to be empowered to formally be able to assist in the delivery of the strategy.

These structures need to be integrated into the ward-based planning system of the municipality to ensure good corporate governance and sound administration. They will ultimately represent the facility in the ward committee where they can give input to the budget, planning and report back on the maintenance and management of the facilities.

5.14 SUMMARY

This chapter dealt with the different and diverse analysis of the collected data and started with a description and a situational analysis of the various municipal public assets, including their operational resources and vandalism as a serious challenge, the realities of financial aspects and the budgetary constraints, as well as the failures and successes. The two case studies highlighted the key problems facing the facilities and paved the way to the utilisation of processes and steps re-construction based on the ‘turnaround strategy’ advocated by the researcher along with its various steps put forward with the support of the political and administrative leadership of the municipality.

The analysis of data incorporated the combination of the primary sources utilised by the researcher with the various issues of applicability of a turnaround strategy as an integral part of Smart Governance leading to the re-building process. The analysis was thus based on a careful dissection and interpretation of official provincial, national and municipal primary data that mixed with the discussions, deliberations and findings of interviews with a wide array of respondents. All have been instrumental in assisting the researcher in a way forward.

The combination of the above data-collection methods resulted in a reflection of realities as respondents in all categories were honest regarding the issues at hand. Their opinions, beliefs and ideas will be instrumental in a turnaround strategy. The level of debate and discussions was visionary, informative, innovative and flexible in terms of finding the best ways to meet the challenges and using the influence that they as leaders in their respective field have to bring about changes. These interviews navigated the research as it gave it direction and guidance to important variables and how they are interlinked with each other.

CHAPTER 6: RECOMMENDATIONS AND CONCLUSIONS

6.1 INTRODUCTION

An effective turnaround strategy that leads to improved service delivery is key.

The research found the concepts, theories and application of the turnaround strategy valuable. To overcome the challenges pointed out in the research, a turnaround strategy must progressively address shortfalls in funding, achieve improvement in performance, regain stakeholder support and overcome internal constraints and unfavourable work characteristics. The recommendations include opinions, guidance and advice shared by community leaders, councillors, sport clubs, community-based organisations, the disabled and elderly groups, engineers, senior staff members and representatives from government departments during the interview process.

The municipality aims to ensure the success of a turnaround strategy where the leadership:

- Seeks to provide renewed energy, excitement, rigour, discipline, and urgency;
- Revisits and refocuses the business around a compelling turnaround ambition, turnaround agenda and turnaround strategy;
- Establishes an effective leadership team;
- Develops and implements management processes to support the turnaround programme, e.g. rigorous performance management systems and agree with staff and management teams;
- Gets the buy-in from the executive and enforce a new mind-set on the organisation; and
- Constantly provides stakeholders with the comfort that things will change for the better.

6.2 TURNAROUND STAKEHOLDER MANAGEMENT

The researcher found it evident that, while all the other services are maintained and sustained at an acceptable standard, it is within the area of public assets that the municipality experiences challenges.

The Department of Community Facilities in LM works at the coal face with communities and stakeholders. The research findings showed that a number of stakeholders have lost confidence and are concerned about their own risk exposure to a failure of the services within a municipality. Clubs, schools and communities that do not have the necessary facilities approach the municipality according to their social needs and commitments in society. The turnaround approach must achieve awareness, buy-in and involve stakeholders in the development of turnaround plans to bring about change in the relationship with them.

Rebuilding and retaining stakeholder support is built on two change management principles:

- Mobilising stakeholders, especially employees, around active participation towards achieving aligned turnaround objectives; and
- Clear, unbiased and open communication, and full disclosure about the existing situation, turnaround strategy and action plans.

The management of a turnaround strategy will fail unless stakeholder's advocacy ensures that support for the turnaround strategy is obtained and retained. They have to decide what to communicate, how to communicate it, to whom and where. In doing this it is crucial that they all communicate the same message. Based on the results of the research, the following recommendations are suggested:

- The development of a master plan for all community facilities that includes the development needs of all facilities, possible external financial resources for the budgeting of projects during year cycles and input from the public, clients, clubs and schools during public participation processes;
- A co-production process be adapted for all participants so that all stakeholders can be consulted, needs assessments be done, and input be given into the content, context and planning of projects;
- These needs assessments must be captured in the IDP and the programmes must be reviewed on an annual basis;
- The establishment of facility management committees for sport facilities, community halls, the Thusong Service Centre and a Friends of Library Club, which must assist the municipality and the community in fostering relationships

and partnerships with the community and the municipality. These structures are the centre of local development;

- The utilisation of local resources and expertise to enhance and improve service delivery within the municipality. Individual community members and organised groups in communities have also seen the potential spin-off effects of partnering with local government for the purposes of improving service delivery;
- Integrated resource management must be made available for staff by gaining resources from other departments in the municipality. The municipality could use the opportunity to obtain much needed skills by means of in-house skills transfer;
- A review of the tariff system in cooperation with the clients, stakeholders and the public. This is to make tariffs much more affordable for the poor;
- An investigation into the utilisation of recycled water for watering sports facilities and gardens of community halls and libraries. The municipality's ability to deliver on sustainable water resources is affected by climate change – this has an effect on the grass surface at the sport facilities, the gardens and maintenance of the facilities;
- An investigation into natural resources like boreholes to be used and the storage of water resources through the establishment of water reservoirs as catchment areas for water during the winter rainfalls;
- The creation of service points at community halls where clients can pay their monthly bills, buy electricity and lodge complaints to the call centre. This will create jobs where administrative and security staff can be employed so that services can be delivered closer to the citizens;
- The exploration of opportunities for private partnerships at facilities for co-responsibility and empowerment. Through such initiatives communities and members in the structures become empowered and co-owners of facilities;
- Possible training for the staff component, especially newly appointed staff in community facilities for new and innovative maintenance methods which can be of benefit for the whole department and municipality;

- A new electronic booking system must be implemented at the cashier points at the various offices, to replace the old manual booking system so that bookings clerks can be utilised in other areas of the facilities;
- Awareness and educational programmes with the support of different stakeholders to make communities and users aware of the conditions of rent and house rules at the facilities;
- The exploration of campaigns to uphold the image of both the facilities and those of the municipality. This campaign will include articles about the use and payment of tariffs and will be posted in the local newspapers, on the website of the municipality and on paintings of the walls at the facilities;
- The annual review of the Community Facilities Turnaround Framework with inputs from all stakeholders that will make provision for a new vision and projects to be assess for implementation; and
- A radical approach into a partnership with one of the leading banks and big companies that do business with the municipality, because of their social responsibilities towards poor communities, to invest in the maintenance of sport facilities because these entities do business with the municipality for the past five (5) or more years. The branding of the selected is international and good relationships exist between the bank and the municipality.

6.3 LIMITATIONS OF THE STUDY

The research was conducted throughout the municipal area with face-to-face interviews where respondents informed the researcher upfront of their availability. The research missed out on key respondents because of their non-availability, but did interact with important opinion makers throughout the interview phase. No representative of the ward committees was interviewed, as these do not yet nominate a representative from their own ranks.

The challenge now arises of who will be the person that speaks to community facilities in the ward committees. Climate change affected the study, especially as sport fields were cut off from receiving water. This influences the usage of the facilities to conclude club and school fixtures.

The research lacks an explorative investigation into why the municipality is not seeking funding from private businesses, as it fears favouritism with future tenderers. The municipality should adopt a global approach in seeking external funding to finance its municipal public assets. For example, it should have been easy for the municipality to approach the leading bank or any other big service provider for their social investment in the maintenance budget of sport facilities because they have done business for the last five (5) years with the municipality. Because of the lack of funds, fairness, equity and upholding the approach of good ethics and integrity, the LM decided not to become involved.

6.4 FUTURE RESEARCH

Community facilities like sport facilities, community halls, libraries and the Thusong Service Centre need thorough and investigative research. Each has a rich history as to how it was established and constructed, both in the pre- and post-apartheid era. The conditions and the environments of facilities differed between the traditionally white, black and coloured communities. Some of these facilities were transferred via a private or collaborative partnership through inter-governmental relationships and some of were donated to poor communities.

Concerns such as proper health services and housing needs were not addressed. These will have an impact on the provision of facilities, the size thereof and where they should be established in a community. The provision of community facilities becomes a core point of utilisation in whatever event, even a disaster and how a community can benefit from such a facility. Research of such a nature has the potential to assist a community and municipality with innovative ideas that can contribute to a changing society.

6.5 CONCLUSION

The research focus is relevant to the whole population of the municipality, the many clubs in the different sporting codes, sport federations, the schools with their respective sporting codes, community-based organisations that use facilities, elderly and disabled groups, church-based organisations, SAPS, the Rastafarian community, individuals, crèches, bands and DJs, and Friends of Libraries. It is relevant for government departments to assess what their challenges and weaknesses are in terms of their services and outreach programmes to all communities. It is relevant to every citizen to support pride and appreciation of decent

facilities, as vandalism breaks down communities. This study allowed for zooming into a theory and framework whereby opportunities were created to meet a variety of people with a vested interest in the research, as reflected by the critical views of different stakeholders.

An analysis of the development of a turnaround strategy contains definitive strengths, such as good content and commitment from key role players in implementing the strategy. The ability to improve on the institutional capacity, including management and organisational capacity, as well as expertise in implementing the strategy, will benefit the research. Stakeholders and partners must be encouraged to improve the ability of both the municipality and the recommended structures. The will to implement the strategy coupled with the available resources has been identified by respondents as a challenge, although doable.

The study was further researched by means of interviews with infrastructure specialists, management with experts in the field of public management, sport leaders who are deeply concerned about the state of affairs at facilities and public leaders who showed empathy and strong leadership to assist in the turnaround. The researcher had the privilege of tapping into a body of knowledge on how to find solutions to the challenges raised.

There are various ways for the municipality to conduct awareness programmes to change the behaviour and mind-sets of citizens. This will motivate users to use municipal facilities with respect and appreciation, as facilities in communities are an asset that must be protected and conserved.

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ANNEXURE A



EVENT PLANNING

MANDATORY FORMS DISASTER MANAGEMENT

The following details must be filled in by the person designated as the Principal Organiser for the event and submitted to the Director Community Services – Fire Services and Disaster Management, Mr. A. Eyssen, Langeberg Municipality. Arrangements can be made by telephonic contact at 023 615 1086, during office hours.

Event: Official Club Rugby Games – Robertson Rugby Football Club vs. Ashton United RFC		Location: Van Zyl Street Sports Ground, Van Zyl Street, Robertson		
Total Venue size: 67 000m ²	Number of seats/chairs: 2 x 750 seats (stands), standing capacity = 1500	Size of site:	67 000 m2	
Expected Population per day =	Day 1 3000	Day 2 n/a	Day 3 n/a	Day 4 n/a
Number of patrons expected: 3000 over the course of entire day.		Number of electrical/gas Supplied food stalls/courts – 4 stalls/vendors braai wood will also be used for braais		
Dates & Times 01 July 2017: 10h00-20h00		Location of heating points (gas, braai, generators and fuel). Refer to on site plan.		
Number and type of temporary structures: 4 x iron structures – no – gazebo's/tents. Private tents/caravans in parking area (different sizes). Gazebo's – yes. Tent				

Name of Principal Organiser: Mr Viwo Jack (Chairperson)

Cellular Contact Number: +27(0) – 072 224 1197	Alternate Contact Number: +27(0) – 072 224 1197 – Ms Yvonne Stofberg (Treasurer)
Email: viwo.jack@gmail.com	Email:
Signature:	Date: 29/06/2017

RISKS POTENTIAL OF EVENT

Activity	Risks Identified	Current Controls to Manage Risk	Further Control Actions Planned	Responsible person/s Allocated	Contact Details
<i>List the individual activities</i>	<i>List all details in relation to the risk</i>	<i>List the current controls in place to manage the risk.</i>	<i>List what measures will be implemented to control the risk</i>	<i>List who is responsible to implement the action.</i>	<i>Provide contact details</i>
Food cooked on gas. Braai meat with wood	Fire	Fire fighting equipment on site Considerations given to fire restrictions – Fire is in designated area on site	Fire Department on standby – notified of arrangements	Viwo Jack Anton Eyssen	+27(0) 072 224 1197 + 27 (0) 73 088 9645 +27(0) 23 615 1085 +27 (0) 23 626 5340 Cape Winelands Fire Fighting

Activity	Risks Identified	Current Controls to Manage Risk	Further Control Actions Planned	Responsible person/s allocated	Contact Details
Vehicles moving in and out of parking area Expect Heavy traffic loads at event closure, but will slow down after 30 minutes Disability parking available	Traffic	Security staff as Traffic wardens visible Signs to say 'Parking' Sufficient lighting for Saturday evening Security on site Police advised of arrangements Allocated – wheelchair access- B-Field	Traffic departments of Langeberg, Robertson and Provisional informed Call Centre if needed.	Viwo Jack	+27(0) 072 224 1197 +27(0)23 626 615 8900 +27(0)860 88 11 11

Activity	Risks Identified	Current Controls to Manage Risk	Further Control Actions Planned	Responsible person/s allocated	Contact Details
Cool temperatures Outdoor venue may lead to minor injuries	Medical Station	Ambulance/First Aid Service arranged to provide first aid assistance, serious incidents will be transported by ambulance	Surrounding hospitals has been notified by EMS Contractor as per Plan. On B-Field	Emergency Team Ambulance Services	Andrea Willemse – 0787235722 Thamlyn Jordan 0636037728 10177 +27(0)23 626 8500, 023 626 3155 – Robertson Hospital

Activity	Risks Identified	Current Controls to Manage Risk	Further Control Actions Planned	Responsible person/s allocated	Contact Details
Unacceptable behaviour Control of access Lost property and children	Private Security/SAPS	Clear brief in how to manage unacceptable behaviour Security guards at parking area, main entrance, stage area, beer area and roaming guards To be handed over to security at VOC (venue operation centre) and follow procedure as per security plan	15 – 20 Security Staff will be employ. Refer to designated areas on plan. SAPS	Viwo Jack Manuel Botha	+27(0)72 224 1197 +27 (0)84 715 2504
	Other				

CONTROL LIST

Designated Safety Officer	Viwo Jack	Telephone Number: +27(0)72 224 1197	Alternative: Viwo Jack	E-mail: viwo.jack@gmail.com
Designated First Aider	Name: Medical Rescue Dr A Williams	Telephone Number: +27(0)82 782 1527	Alternative: +27(0)83 227 69 76 Doctors on Duty	E-mail: andrewwill08@gmail.com
Emergency Evacuation Plan		Muster/assembly points and evacuation as indicated on site plan		
Emergency Contact List		As per emergency plan		
Appropriate toilet facilities		As indicated on lay-out plan		
Traffic Management routes (off site and on site)		As per parking lay-out plan		
Appropriate fire points/extinguishers/security		As per lay out safety plan		
Contingency Plan		Submitted to Langeberg Municipality (Daniel Baadjies), as part of event overview plan		
Site Layout Plan		Submitted to Langeberg Municipality (Daniel Baadjies), as part of event overview plan		

Evacuation Plan:	Indicated on Plan
Alerting Procedures:	Indicated on contingency plan
Emergency access routes:	As indicated on site plan

ANNEXURE B

EVACUATION PLAN
EMERGENCY CONTACT LIST

ORGANISATION/INSTITUTION	RESPONSIBLE PERSON	NUMBERS
SAPS – Robertson	Capt. Marcel Klaaste	023 626 8340/ 023 626 8288/ 082 302 5261
Langeberg Municipal Traffic	Call Centre	0860 88 11 11
Doctor on Duty	Dr Perold & Partners	023 626 3175/ 083 227 6976
Metro Ambulance	Mr F Ebrahim	072 158 8786/10177
All Municipal Services	Fire Services, Public Works, Electricity, Civil Services, Environmental Services, Community Facilities	0860 88 11 11
Disaster Management: - Langeberg Municipality - Cape Winelands	Mr Anton Eyssen Donovan Claassen Mr Roy Veldtsman	073 088 9645 078 066 7037 082 7700 848
Robertson RFC- Representatives	Mr Viwo Jack	072 2241 197
Safety Representative	Mr M Botha	084 715 2504

ANNEXURE C



INSPEKSIE VERSLAG: SUPERINTENDENT – SALE/SPORT FASILITEITE

DORP.....' SAAL/SPORTFASILITEIT.....

SUPERINTENDENT: SALE/SPORT

FASILITEITE.....

DATUM VAN BESOEK

.....

AARD VAN BESOEK

.....

TEL/SEL NOMMER:

.....

DIE VOLGENDE FOUTE / GEBREKE IS GEVIND TYDENS 'N INSPEKSIE WAT
GEHOU WAS

ITEM	KONDISIE VAN ITEMS / GEBOU	KOMMENTAAR
TERREIN		
BUIEDEURE		
RUIITE/VENSTERS		
BINNEDEURE		
VLOERE		
MURE		
TOILETDEURE		
KRANE		
WASBAKKE		
TOILETPOTTE		
TOILTEBAKKE		
TOILETDEKSELS		
URINALE		
SPIEËLS		
STOOF MET BAK		
YSKAS		
STOELE		
TAFELS		
LIGTE		

BREEKGOED		
URNS		
MIKROGOLF OONDE		
BAIN MARIENS MET BAKKE		
KOSTROLLIE MET BAKKE		
DAKKE		
GEUTE		
VENSTERS		
PLATE/OMHEININGS		
PYPE –ALLE PYPE		
PAWILJOENE		
GRASSNYERS		
GEREEDSKAP		
TOERUSTING		

VERKLARING DEUR SUPERINTENDENT EN OPSIGTER

Hiermee verklaar ek,.....dat die fasiliteit deur my na gegaan is
en dit in n goeie toestand is.

HANDTEKENING:..... DATUM:.....

HANDTEKENING..... DATUM.....

(OPSIGTER)

APPENDIX A



UNIVERSITEIT•STELLENBOSCH•UNIVERSITY
jou kennisvennoot • your knowledge partner

STELLENBOSCH UNIVERSITY

CONSENT TO PARTICIPATE IN RESEARCH

DEVELOPING A TURNAROUND STRATEGY FOR MUNICIPAL PUBLIC ASSETS IN THE LANGEBERG MUNICIPALITY

The study involves representatives from sport clubs, school sports, sport federations, members of the libraries, NGOs that utilise community facilities, faith-based organisations and community-based organizations.

You are asked to participate in a research study conducted by **Mr Daniel Baadjies**, a **Master Degree Student**, from the **School of Public Leaders** at **Stellenbosch University**, which will contribute to the above research thesis. You were selected as a possible participant because of your knowledge and experience of municipal public assets will strengthen and promote active community participation in a sustainable municipal service delivery environment.

PURPOSE OF THE STUDY

The purpose of the study is to assess the current situation of municipal public assets in our municipal area and to establish structures that can support the municipality to safeguard and sustain these public assets for the good of the community.

PROCEDURES

If you volunteer to participate in this study, we would ask you to do the following things:

- To write down the area where you stay
- Age group
- Male or female
- Married/Unmarried
- Highest grade passed
- Highest qualifications
- Name the organisation that you are involved in
- How long have you been involved in this organisation
- What is your position in this organisation
- What is your view on the current state of affairs of our municipal public assets
- What contribution can you make to change these public assets
- What are the challenges at our public assets

Group will concentrate more or less on the above in a one-page questionnaire for fifteen minutes in a workshop. Workshops will be conducted during meetings with the role players/representatives at the facilities and in the different wards. One follow-up meeting will be conducted to share ideas of how to overcome challenges or areas to improve public assets.

POTENTIAL RISKS AND DISCOMFORTS

The risk of trust is high as participants lose trust over the years when it comes to workshops and nothing transpires out of this. The involvement of the local municipality is important because the public assets belong to the municipality and no relationship exists between the municipality and its end users.

The benefit to the researcher is that there are no existing structures to develop co-responsibility and this is an opportunity to establish structures that can assist the municipality in co-ownership and co-responsibility of municipal public assets.

POTENTIAL BENEFITS TO SUBJECTS AND/OR SOCIETY

When structures are established, the members of each structure at a facility in a town have an opportunity to gain knowledge through skills development, access to information and funding, have an opportunity to give input to the IDP and budgetary processes, have better control and management of public assets, clubs, schools, and organisations, and be allowed to participate in municipal events.

The benefit to the society is that every activity where communities are involved will contribute to nation building, social cohesion and build a relationship between different races and partnerships.

PAYMENT FOR PARTICIPATION

No payment. The research will be conducted by the said student.

CONFIDENTIALITY

Any information obtained in connection with this study that can be identified with you will remain confidential and will only be disclosed with your permission, or as required by law. Confidentiality will be maintained by means of securing data on the computer/laptop as back up, on CD and recordings. Data will be safeguarded via a computer password and memory stick and placed in a safe place. Only the researcher has access to this safe and computer.

No information will be released to any other party for any reason and anonymous names will be used as references, such as Person A or B from whichever town in our area. Because of the small groupings in each town, the researcher will consult on a one-on-one basis with participants before any results can be published.

If researcher is planning to publish results of study, confidentiality will be maintained through this written consent of an agreement between the parties involve by which the participant will receive a copy.

PARTICIPATION AND WITHDRAWAL

You can choose whether or not to be in this study. If you volunteer to be in the study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so, especially where the investigator finds that information given by the participant cannot be verified, is not credible or is untrue.

IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact the principal investigator: Mr D.J. Baadjies at 22 Africa Street, Robertson, 6705, Cell No. 072 909 992 or 023 626 1165, or the Supervisor Prof. Evanjelos Mantzaris at 021 918 4122 at the School of Public Leadership, Stellenbosch University Bellville Park Campus, P.O. Box 610, Bellville, 7535.

RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché (mfouche@sun.ac.za; 021 808 4622) at the Division for Research Development.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to the participant, in.....and the participant is in command of his choice of language or it was satisfactorily translated to him/her. He /She was given the opportunity to ask questions and these questions were answered to my satisfaction.

I hereby consent voluntarily to participate in this study. I have been given a copy of this form.

Name of Subject/Participant

Name of Legal Representative (if applicable)

Signature of Subject/Participant or Legal Representative Date

SIGNATURE OF INVESTIGATOR

I declare that I explained the information given in this document to _____ and/or [his/her] representative _____. He/she was encouraged and given ample time to ask me any questions. This conversation was conducted in _____ and [*no translator was used/this conversation was translated into* _____ by _____].

Signature of Investigator

Date

APPENDIX B



PO Box 610
Bellville 7535
South Africa
Tel: +27 21 9184400
Fax: +27 21 9184468
E-mail: djam@sun.ac.za
Web: www.spl.co.za

16 August 2016

To Whom It May Concern

In pursuing the national objective of promoting research that would benefit practice and society, the School of Public Leadership of the University of Stellenbosch, requires of its senior postgraduate students to apply the theoretical knowledge gained in classes to a real world issue that may be solved or at least result in new insights gained from the research they have to do.

We therefore kindly request that you allow our student, **Mr. DJ Baadjies (18496784)** access to information in your department or organisation with a view of answering a research question related to the particular public service you provide. All information that is provided by you will be governed by the ethical research practices of the University. If deemed necessary, the research result, whether it is a research report or thesis, may be classified as confidential in order to restrict public access to such documents.

We believe that the research will be of interest to you as well and a copy of the research document may be provided to you should you so require.

Should you require any further information, please contact me directly.

Yours sincerely,

Babette Rabie

Programme Head: MPA

APPENDIX C

GENERIC INTERVIEW QUESTIONS

After identifying the opinion makers, community leaders and use the Letter of Authority from SU to do interviews.

Explain the confidentiality of the interview and brief the person about the research.

I will design a form with regards to the following information.

To write down the area where you stay,

Age Groups - 30- 50 years

Male or Female.

Married/Unmarried.

Highest Grade Pass.

Highest Qualifications.

Name the organisation that you are involve in, if any.

How long have you been involved in this organisation?

What is your position in this organisation?

What do you enjoy most during your time in the organisation?

Questions to community leaders, sport leaders, users, ward committee members, councillors in the wards and senior management.

1. Do you think municipal facilities currently meet the needs of the community? If so/if not, explain. In what way?

2. Are you satisfied with the present situation at our municipal facilities? If not. Explain why?

3. Where do you think municipal facilities will be in the future? In 10 or 20 years from now?

4. What changes would you like to see at the facilities?

5. How will you describe the services at the facilities?

6. What other services would you want municipal facilities to offer?

7. What do you think are the challenges municipal facilities have to face every day?

8. How can these challenges be addressed?

9. What are the risks that municipal facilities have to face every day in respect of these facilities?

10. What measures will you put in place to minimize the risks? Why?

11. How can these risks turn into opportunities for the user, the community and the municipality?

12. What can the municipality do to improve on the functions and services at these facilities?

13. If you avail yourself to serve on a facility committee, what is the value that you can add to this structure?

14. How will you and your group/organisation plan a turnaround strategy for these assets?

15. Do you have to suggest any strategies to solve the existing problems?

APPENDIX D

Questions for the 4 B- municipalities about facilities (sport grounds, libraries, halls and swimming pools)

To write down the area where you stay,

Age Groups - 30- 50 years

Male or Female.

Married/Unmarried.

Highest Grade Pass.

Highest Qualifications.

Name the organization that you are involve in, if any.

How long have you been involved in this organization?

What is your position in this organization?

1. What do you enjoy most during your time in the organization?

2. What do you think are the benefits of these facilities to communities?

3. What are the risk facing these facilities in your community?

4. What has been done to overcome these risk?

5. How can the community support the municipality in overcoming challenges?

6. What operational procedures are necessary to maintain these facilities in an effective and efficient way?

7. How accessible in terms of tariffs and infrastructure are these facilities for the community and vulnerable groups with special needs in the community?

8. Are the tariffs affordable for everybody from the community?

9. In what way can the community become involved in the maintenance and management of the facility?

10. Are the ward committees involved in the delivering of a service through these facilities? If so, at what level?

11. Are the facilities utilized to the optimum? If so, what steps were taken to ensure optimum use?

12. What plans are in place for the facilities and the services they offer?

13. How will you and your group/organisation plan a turnaround strategy for these assets?

14. Do you have to suggest any strategies to solve the existing problems?
